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ABSTRACT

Part of a 3-year study of the Chapter 1 Neglected or Delinquent (Chapter 1 N or D) Program providing compensatory education services to youths in state-operated juvenile and adult correctional facilities, this report presents case studies of nine facilities that have developed particularly effective programs. The study used teacher questionnaires, an administrator survey, and structured interviews with program administrators to collect data. Findings indicate that effective programs emphasized the following: (1) the importance of education among facility activities; (2) strong administrative leadership; (3) adequate funding and careful planning of expenditures; (4) staffing and professional development; (5) regular and Chapter 1 N or D coordination; (6) appropriate student assessment; (7) appropriate curriculum and instructional methods; and (8) relevant support and transitional services. Effective programs also had comprehensive libraries containing a variety of materials that reflected the interests of a culturally diverse population; interlibrary loan programs; support services in the form of speakers, tutors, and vocational trainers; and services facilitating the enrollment of students into community schools on release. Included are four exhibits and three appendices containing a list of effective practices, case study narratives, and a case study guide. (67 references) (JB)

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UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

Effective Practices Study Findings: National Study of the Chapter 1 Neglected or Delinquent Progam

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UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

Effective Practices Study Findings: National Study of the Chapter 1 Neglected or Delinquent Program

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EXECUTIVE SUMMARY

Purpose of this Study and Overview of Study Design

Teaching youth in correctional facilities is challenging but rewarding. Many of these youth neither value education nor understand its critical connection to employment and enhanced life chances. Others may appreciate the value of education, but because of disadvantaged circumstances have experienced intermittent or inappropriate educational programs. As part of the Study of the ECIA Chapter 1 Neglected or Delinquent (N or D) Program conducted for the U.S. Department of Education, case studies of Chapter 1 N or D Programs in nine facilities---recommended by multiple sources as effective programs---were conducted to identify practices that contribute to the delivery of effective educational services to youth in state-operated juvenile and adult correctional facilities.

Both qualitative and quantitative methods were used to collect data for the case studies. Quantitative methods included (1) questionnaires designed for both Chapter 1 N or D teachers and regular program teachers of Chapter 1 N or D students; (2) a survey form completed by facility administrators describing characteristics of the institution and its residents; and (3) structured interviews with education program administrators in each facility. The primary method of collecting qualitative data was on-site observation. Multiple observations of classroom instruction in Chapter 1 N or D and regular program classes were conducted during the site visits and Chapter 1 N or D and regular program teachers at the sites discussed effective characteristics of their instruction.

Context: Common Instructional Practices

The current literature on effective schools identifies practices to improve instruction for educationally disadvantaged learners, "at-risk" adolescents, and adult students in the correctional context. This body of research is consistent with the new focus of Chapter 1 N or D legislation designed to (1) improve the quality of Chapter 1 N or D programs through an emphasis on advanced thinking skills; (2) to improve coordination of Chapter 1 N or D and regular education instruction; (3) to improve students' performance in the regular program and ensure age-appropriate grade level performance in the regular program; and (4) to accomplish other desired outcomes, such as continued school attendance culminating in a high school diploma or the completion of a general equivalency diploma (GED) program.

Instruction in correctional education programs often falls somewhat short of effective practices identified by research and supported by current Chapter 1 legislation. Education staff are often employees of the correctional institutions. Their educational role is sometimes secondary to their security responsibilities. Regular program teachers may know little about the purpose of Chapter 1 N or D funding or the services provided. The Chapter 1 program is often considered by regular education program teachers as separate and apart from their curricular areas.

The Chapter 1 curriculum is often driven by objectives that are inappropriate to the needs of Chapter 1 students. The instructional focus is on the rote mastery of isolated skills rather than on comprehension and problem solving. The myth that instruction in basic skills must precede advanced instruction is well entrenched, and institutionalized students rarely progress to advanced portions of the curriculum that are relevant to their needs as functioning adults. Moreover, the emphasis on obtaining a GED in some cases leads to a misguided focus on skills commonly included on tests (e.g., identifying nouns and verbs) rather than on language development and numeracy. Mathematics is often presented as mastery in the computation of basic math facts. The primary strategy for mathematics instruction continues to be conventional memorization reinforced through repetitive drill and practice. Likewise, the sequenced approach to reading instruction is based on this notion of the mastery of basic skills. Resulting methods focus on sequential skill development that includes phonics (from sounds and letters to long vowels and consonants), vocabulary (short words to longer words), and structural analysis. These skills are taught and acquired in isolation from reading and comprehension of meaningful text.

Classroom instruction remains steeped in the conventional wisdom of the past decades. Driven by prior definitions of classroom management and control, the instructional mode in Chapter 1 N or D classes is almost exclusively teacher directed or dictated by the individual education plan (IEP). Students are perceived as having academic needs so specific to the individual that only individualized instructional strategies are considered. Most students work independently on individualized packets of materials. These materials are generally worksheets designed for elementary school-age students. Many materials are outdated or of low interest.

High-interest materials and activities are available as a reward for completing uninteresting workbook activities based on diagnostic/prescriptive objectives.

The monitoring of student progress and the assessment of student performance are frequently guided by detailed prescriptions of numerous isolated skills. Performance criteria are based on commonly misinterpreted outcome measures. Interpretations of success are based on the misinterpretation of grade-equivalent scores to mean grade-level mastery (e.g., misinterpreting grade-equivalent scores as improving from performance as a third-grade reader to a ninth-grade reader within 6 weeks). This approach perpetuates the "quick fix" approach to literacy and numeracy. In addition, placement of students in programs is sometimes based on scores from inappropriate tests.

Despite a Chapter 1 N or D policy designed to promote successful transition to the community, extensive federally-supported transitional services do not exist because government policy dictates that local education agencies must be the recipients of such funds.

As a result of the practices commonly found in correctional education programs that are based on conventional views and approaches to education and Chapter 1 N or D program delivery in correctional institutions, many programs do not meet the intent of the 1988 Chapter 1 legislation. Although the regulations governing the N or D program differ from the basic Chapter 1 program, the intent of the legislation is to accelerate learning for the disadvantaged and to incorporate advanced skills instruction in the Chapter 1 N or D program.

Findings: Effective Practices

Effective correctional programs are characterized by the importance given to education among institutional activities, strong administrative leadership, adequate funding and careful planning of expenditures, staffing and professional development, regular and Chapter 1 N or D program coordination, appropriate assessment of student performance and progress, appropriate curriculum and instructional methods, and relevant support and transitional services. As is typical of most complex organizations, no single site observed represented a complete model of effectiveness on all identified dimensions, but each practice was found in at least one of the nine effective practices sites.

The Importance of Education

In effective sites, facility administrators consider education to be primary or foremost in the rehabilitation or treatment of offenders and thus require all youth in juvenile and adult facilities to participate in the education program. Adults are encouraged to participate by incentives such as equal pay for school attendance and for work assignments.

Effective Administrative Structure and Leadership Practices

In effective education programs, administrative support and leadership are seen at the state education agency (SEA) facility and education program levels. SEAs coordinate with state applicant agencies (SAAs) to provide consistently strong support at the state level. Facility administrators also fully support the education program. Education administrators are represented among the institution's administrative structure and are encouraged by facility administrators to exert strong and decisive leadership on behalf of the institution as well as the education program. Facility and education program administrators encourage innovation in classroom instruction, work diligently to acquire needed resources, and serve as advocates for the education program.

Education Program Budget and Staffing

In programs where the leadership supports the education program and where education personnel are fully integrated in the overall facility administration, the acquisition of resources for the education program is a top priority. Where resources are scarce, they are often creatively used to develop innovations in response to an identified program need. For example, Chapter 1 funds are used as seed money for designing and implementing innovative programs such as peer tutoring or learning laboratories. In addition, extensive use is made of appropriately trained and supervised teacher aides in both Chapter 1 N or D and regular classrooms. Chapter 1 N or D teacher aides, for example, work with Chapter 1 N or D students in their regular classrooms to help students apply the skills learned in Chapter 1 N or D to their regular course work.

Alternative arrangements for staffing the education program are evident in some effective sites. Education staff may be employees of a local school district, a community college, or a special correctional school district. Effective sites and administrators attract highly qualified, dedicated teachers with skills and interests appropriate for the student population served. Teachers believe that they can positively influence the future life chances of educationally disadvantaged youth and adults. Not only are the teachers in effective practice sites paid salaries comparable to those of teachers in adjacent districts, but they are also provided opportunities for staff development in accordance with systematic assessment of staff and program needs. These opportunities incorporate current research on effective instructional strategies for students in institutional settings.

Coordination Among Educational Programs

Well-established formal and informal mechanisms of coordination designed to ensure the day-to-day coordination of Chapter 1 N or D and regular classroom instruction are found in effective practice sites. The practice of using teacher aides promotes coordination by providing continuity in instruction and a vehicle for feedback and discussion between regular and Chapter 1 N or D teachers.

Appropriate Assessment of Student Performance and Progress

Effective student assessment is based on a variety of methods that focus on strategic learning across various content areas. Assessment results are used to target areas for improvement and to review program delivery methods for individuals and the program as a whole. Moreover, evaluative performance criteria are closely aligned with the skills required outside the institution. Criteria for improved performance in reading, for example, are comprehension based and require the interpretation of meaningful text (e.g., newspapers and magazines, job applications, directions on over-the-counter drugs, bus schedules, and instruction manuals).

Teachers continually monitor, assess, and reinforce student classroom performance. They move among students, asking questions to check for understanding and offering encouragement and praise. Progress, which is based on mutually defined student goals, is recognized through rewards such as special privileges and certificates.

Instructional Focus and Methods

Teachers and administrative staff in effective programs have high expectations for their students' achievement and communicate their expectations to the students. They believe that student learning can be greatly accelerated and that it does not take a full 12-year education to increase literacy and numeracy. An effective correctional education curriculum is driven by the varied and changing needs of students. All programs work toward the goal of competence first, followed by credentialing only if appropriate. The curricular focus is on comprehension and problem solving in applied contexts applicable outside the institution.

Direct instruction in basic and advanced skills has been found to be the most effective approach with institutionalized disadvantaged youth. Effective reading instruction concentrates on comprehension of meaningful text and includes reading, writing, listening, speaking, and thinking. Students dictate or write about their personal experience in solving the everyday problems that occur in adult life outside the institution.

An underlying concept accompanying effective instructional practices is the notion of "metacognition"--the knowledge of one's strengths and weaknesses as a reader or thinker. Metacognition is integrated throughout classroom instruction as well as in other activities of institutional life. It is a principle of social interaction as well as instruction, because the examination and understanding of one's thought processes and behavior are central to the notion of "rehabilitation."

The teaching mode found in effective practice sites is a combination of teacher-student-directed and teacher-directed instruction. Adult and adolescent students are "active learners," when closely involved in developing curriculum, planning lessons, selecting materials, delivering presentations, and instructing. Teacher-student-directed instruction promotes a classroom environment characterized by mutual respect between teachers and students. Effective classrooms reflect the interests of the students. Pictures of prominent leaders, multicultural interests, and sports figures are displayed. A variety of materials such as newspapers, magazines, popular paperbacks, simplified classics, vocational/trade materials, and computer-assisted instruction (CAI) are used with students of all ability levels. Where computers are available, the technology is up-to-date and allows the use of high-quality software. CAI is used to provide opportunities for writing and reading, and for comprehension and problem-solving activities. Materials based on "life skills" competencies applicable to life outside the institution are incorporated into the curricula of the vocational, academic, and counseling programs. Effective programs view instructional time as a valuable resource that must be wisely spent. The only interruptions permitted are those essential for safety or security measures.

Transitional Services

A variety of noneducational services are provided to support education programs in effective programs: job readiness and placement services, life skills training, health education, training for parenthood, computer literacy, driver's education, as well as the alcohol and drug abuse counseling services commonly found in correctional facilities.

Effective programs are also characterized by comprehensive libraries containing a variety of materials that reflect the interests of a culturally diverse student population. In addition, interlibrary loan programs supplement in-house collections. Support services are enhanced in effective practice sites by the use of external community resources such as speakers, tutors, vocational trainers, and local businesses. Job training and placement programs are used for both basic education and Chapter 1 N or D students. In addition to providing aftercare workers, effective educational programs exchange records with community schools to facilitate the enrollment of students into community schools upon their release.

1. INTRODUCTION AND STUDY DESIGN

Chapter 1 of Title I of the Elementary and Secondary Education Act (ESEA) of 1965, as amended, authorizes the Department of Education to provide financial assistance to disadvantaged students through grants to state education agencies (SEAs). In addition, Chapter 1 authorizes federal funding for state-operated programs designed to assist migratory children, handicapped children, and neglected or delinquent (N or D) children through amendments to ESEA in 1966.

The Chapter 1 N or D program, funded at about $32 million for each of the past 6 years, awards grants to SEAs, which then allocate funds to state applicant agencies (SAAs). The SAAs, which are the chief administrative agents of the Chapter 1 N or D program, may be state departments of corrections or youth services, special school districts for correctional education, community or technical colleges, local education agencies, or facilities. In some states, the SEA also acts as the SAA. SAAs, in turn, award N or D funds to eligible institutions under their jurisdiction. State institutions operated by youth agencies as well as adult correctional agencies that are eligible to receive Chapter 1 N or D funds provide a public education for youths under 21 years of age who lack a high school diploma or its equivalent.

Purpose of the Study of Effective Practices

This report of the Effective Practices Study represents the third part of a larger national investigation, A Study of the Chapter 1 Neglected or Delinquent Program.

The purpose of the Effective Practices Study is to obtain detailed information on program attributes related to effectiveness in program administration, delivery of service, instructional practices, and the role of the Chapter 1 N or D program in correctional education programs. The purpose of this report is to identify those practices and procedures that may improve the delivery of Chapter 1 N or D education services for institutionalized youth in keeping with the program improvement mandates specified in P.L. 100-297 for the Chapter 1 basic grants program. These mandates include the integration of more advanced skills in Chapter 1 N or D instruction and improved coordination of Chapter 1 N or D and regular education programs to ensure grade-level proficiency and success in the regular program.

The Chapter 1 N or D program has been the subject of one prior national evaluation (Bartell, Keesling, & Pfannenstiel, 1977-1980) and two small-scale studies (General Accounting Office, 1979; and Marks, 1986). Only the national evaluation assessed the extent of educational deprivation among institutionalized students, finding that these students are among the most educationally deprived "at risk" students in the country. It found that although these students are chronologically 16 years of age on average, their math and reading performance is at the fourth to fifth-grade level (Keesling, Webb, & Pfannenstiel, 1979). The prior study of effective practices (Pfannenstiel et al., 1980) identified the following four factors as impeding the effectiveness of the Chapter 1 N or D program:

1. A student population with short lengths of stay relative to their needs for instructional services;
2. The low priority of education within the institution;
3. Instructional problems that include class absences, excessive class time consumed by noninstructional activities, and lack of adult education (high interest/low ability) materials; and
4. Poor testing conditions and evaluation methodologies.

The Effective Practices Study that forms the subject of this report was designed to further investigate previous findings as well as to report recent research findings on effective educational practices for disadvantaged and at-risk youth.

Study Design and Methodology

Because past evaluations of student progress in N or D institutions revealed that institutionalized Chapter 1 N or D students are among the most educationally deprived "at risk" students in our society, the Effective Practices Study was designed to identify those practices that are most effective with this special population of students, particularly the practices that improve the delivery of Chapter 1 N or D services in general, improve classroom instruction, and promote long-term positive effects upon release.

Two key research questions guided the design of the study:

1. Given the many institutional constraints, how can correctional institutions become better organized for the effective delivery of instructional services within correctional contexts and aid the successful transition of youth to community agencies?
2. What can correctional educators do to improve the quantity, quality, and motivational aspects of instructional services in order to significantly reduce the level of inmate illiteracy?

The case study method was employed to deal with these questions. Methods, procedures, and instruments employing both qualitative and quantitative approaches were developed for a sample of nine facilities. The primary method of qualitative data collection was observation. Quantitative methods included teacher questionnaires designed for regular education teachers having Chapter 1 N or D students in their classes and for all Chapter 1 N or D teachers.

Facility administrators completed a survey form describing the characteristics of the institution and its inmate population. Data collection instruments, interview schedules, and in-depth observational protocols to address the research questions were guided by the 13 criteria for Chapter 1 N or D program effectiveness outlined by the U.S. Department of Education:

1. Clear project goals and objectives;
2. Coordination with regular programs;
3. Parent/community involvement;
4. Professional development and training;
5. Strong leadership;
6. Appropriate instructional materials, methods, and approaches;
7. High expectations for student achievement;
8. Positive school and classroom environment;
9. Maximum use of academic learning time;
10. Closely monitored student progress;

11. Regular feedback and reinforcement;

12. Excellence recognized and rewarded; and

13. Evaluation results used for project improvement.

Exhibit 1.1 provides a matrix that identifies sources of information on these indicators of effectiveness. All forms and instruments were developed to address specific segments of the Case Study Guide which is contained in Appendix C.

Selection of the Study Sites

The sample for the Effective Practices Study consisted of nine N or D facilities -- six youth facilities and three adult correctional institutions. Sites were selected to demonstrate some aspects of educational effectiveness. Preliminary information on candidate sites was obtained during data collection for the initial 38 site visits for the Descriptive Study. In addition, sites that had been recognized as exemplary under the Secretary's Recognition Program for Effective Chapter 1 N or D Programs and under the National Institute of Corrections (NIC), Correctional Education Association (CEA), and Project Literacy U.S. were considered as sites for the study.

Sites were selected on the basis of criteria developed in conjunction with and approved by the study's advisory panel and the Department of Education's Project Officer. In October 1989, state coordinators in the responsible SEAs and SAAs and administrative staff of selected institutions were notified in writing of the sites selected for the Effective Practices Study. SEAs and SAAs were advised that they could decline to participate in the study, but none did. Serving as initial contacts, SEAs granted approval for the study to be conducted and obtained the cooperation of selected sites from the SAAs. Of the nine selected sites, four were part of the Descriptive Study's nationally representative sample of 38 that had been visited by project staff. Two were recipients of the Secretary's Recognition of Exemplary Chapter 1 N or D Programs. Four were NIC/CEA/Project Literacy U.S. Exemplary Sites. Only one site was nominated for study participation by two sources.

Exhibit 1-1.
Effectiveness Criteria in the Research Design of the
Effective Practices Study

	Criteria of Effectiveness	Education Program Administrator Interview	Classroom Instruction Discussion Guide	Classroom Observation Forms and Guidelines	Teacher Questionnaire	Survey of Facility Characteristics	Facility Observation Guide	Case Study Guide
1.	Clear Project Goals and Objectives	x	x	x				x
2.	Coordination with Regular Programs	x	x	x	x			x
3.	Parent/community Involvement	x	x					x
4.	Professional development and training	x	x		x			x
5.	Strong leadership	x	x		x	x		x
6.	Appropriate instructional materials, methods, and approaches	x	x	x				x
7.	High expectations for student achievement		x	x	x			x
8.	Positive school and classroom environment		x	x			x	x
9.	Maximum use of academic learning time		x	x				x
10.	Closely monitored student progress		x	x	x		x	x
11.	Regular feedback and reinforcement		x	x	x			
12.	Excellence recognized and rewarded		x	x				x
13.	Evaluation results used for project improvement	x						x

Data Collection Methodology

Data collection for this study consisted primarily of the observation and documentation of the context and practices that characterized effective Chapter 1 N or D instructional programs. Data were collected during site visits to nine facilities by teams of researchers from Research & Training Associates, Inc., and Policy Studies Associates, Inc., from October to December 1989. Each team was led by one team member who had overall responsibility for integrating all information into the case study report. Team members participated in a 1-day training session covering previsit, visit, and postvisit protocols; methods of observation; and review of instruments. Depending on the size of the facility and its education program, each site visit took place over a 2-to-3-day period and included the following data collection activities:

- Interview with the education program administrator;
- Discussion of classroom instruction with Chapter 1 N or D and regular program teachers;
- Dissemination of teacher questionnaires;
- Observation of facility characteristics; and
- Observation of classroom instruction.

The teams conducted structured interviews with the education program administrator in each facility. Through topic-guided, unstructured discussion with each Chapter 1 N or D teacher and with teachers who taught reading- and math-related subjects in the regular program, the teams obtained information about effective instructional practices. All the teachers also completed a questionnaire describing instruction in quantitative terms. During the course of the site visits, the teams recorded data about facility characteristics on observation forms, often collecting these data during formal tours of the facility. A classroom observation guide provided a format for organizing observations on research-based elements of effective instructional practices. Then each team member observed the same Chapter 1 N or D or non-Chapter 1 N or D class at least twice.

Organization of this Report

This report addresses the subject of administrative and instructional practices that appear to contribute to the effective delivery of high-quality educational services for youth in institutional settings. Chapter 2 of this report provides a review of the literature relevant to the notion of effectiveness and delivery of effective Chapter 1 N or D services to educationally disadvantaged and at-risk youth and adults within institutions. Chapter 3 summarizes findings across case studies on effective practices in institutions, including program differences, the overall role of education, administrative leadership and support, funding, staff, and teacher perspectives, program coordination, student assessment, curriculum, instructional methods, and resources. Vignettes from the nine case studies are offered in Chapter 3 to illustrate effective practices. Complete case studies are contained in Appendix B.

2. EDUCATION IN THE CORRECTIONAL CONTEXT: A REVIEW OF THE RELEVANT LITERATURE

Background

Because correctional institutions have multiple goals that are sometimes contradictory -- goals of rehabilitation, resocialization, and reintegration into society, on one hand, and retribution and security, on the other -- the role, and relative importance, of education versus other correctional institutional activities is unclear. According to research findings, correctional educators view their role in the rehabilitation and reintegration process as the last opportunity to provide young adults with literacy skills required for successful functioning in society (Haberman and Quinn, 1986; Murphy, 1986). Correctional administrators in contrast, have traditionally viewed education as less important than security concerns (Wolford and Snarr, 1987).

There is little research on the education of students confined in correctional institutions. Before this study, the National Evaluation of Title I Programs in State Institutions for the Neglected or Delinquent, conducted from 1975 to 1980, formed the most comprehensive examination of state and federally funded education programs in correctional institutions. Today, despite the finding that institutionalized students are among the most educationally disadvantaged students in the country, little research on their education is being done. Institutionalized students who are 16 years old, on average, perform at the fourth to fifth-grade level in reading and mathematics (Keesling, Webb and Pfannenstiel, 1979). These students are likely to experience failure in correctional education programs and repeated incarcerations.

In addition to findings of extremely poor achievement levels for both regular students and those identified as educationally disadvantaged, the prior study of Chapter 1 N or D programs found that:

- Few students completed the GED or a high school diploma by the time of release, and fewer than half of the youth entered school after their release;
- Of those who entered school upon release, 80 percent dropped out before the completion of the school term, citing their inability to perform at the level expected of them by public schools; and

- Few institutions provided prerelease, transitional, or postrelease services to facilitate continued education.

These findings suggest that students are functionally illiterate when they enter correctional institutions, fail to gain measurably from participation in correctional education programs, fail to attain a level of proficiency to acquire a GED, and either do not enter school upon release or soon drop out. Despite these students' severe educational needs, correctional education programs have not provided educational services that significantly help institutionalized students become literate.

Both external and internal constraints have limited the importance and quality of educational services provided in correctional institutions. One important external factor is geographic isolation, which implies the inaccessibility of essential resources. Relatively inexpensive land, stagnant rural economies, and opposition to prison construction sites by urban communities combine to ensure that correctional institutions are located in rural areas. In addition to sometimes making the recruitment of teachers more difficult, this geographic isolation has limited the availability of other professional support staff (i.e., psychiatrists, psychologists, and social workers).

Internal environmental factors unique to correctional institutions also influenced the quality of education programs provided for youth and adult offenders. These include the physical plant, the psychosocial environment, and the use of outside resources. Many education programs in youth and adult correctional institutions must function in facilities not designed for education. This physical environment is characterized by rigid interior walls, large central rooms, poor lighting and ventilation, and immovable furnishings. Custodial and security concerns conflict with educational concerns, thus hindering the development and introduction of effective education programs known to increase learning opportunities. The reluctance of correctional administrators to employ noncorrectional personnel, coupled with the general lack of professional staff in remote settings, has limited the development of appropriate education programs. The shift from the use of correctional personnel as education staff toward the current use of professional educators assisted by inmates and volunteers stems from a growing awareness of the importance of education in correctional institutions. The use of local resources is evidenced by the increasing involvement of local community colleges or local school districts in providing educational services in correctional settings.

In addition to contextual and historical factors contributing to the state of correctional education today, important trends are expected to weaken the correctional system's ability to provide appropriate educational services in the future. Most important among these is the fact that prisons are currently operating over capacity. Excessive overcrowding is expected to increase over the next decade despite the planned expansion in prisons. At mid-year 1988, approximately 1 million persons were institutionalized in the United States. The National Council on Crime and Delinquency (1990) reports that:

- The prison population will increase more than 68 percent by 1994, resulting in an additional 460,000 inmates;
- States will require an additional $35 billion to build and operate their prisons over the next 5 years; and
- The disproportionate rate of blacks and Hispanics in prison will increase considerably principally because of the war on drugs.

The increased rates of incarceration evident in the 1980s stem largely from the war on drugs and the criminalization of drug use which treats a public psychosocial health problem as a criminal matter (Shenson, Dubler, and Michaels, 1990). The increase in determinate sentencing also contributes to overcrowding by increasing lengths of stay with no possibility of parole.

The need to respond to continued overcrowding has become, in many instances, the chief priority of correctional systems. Constant reshuffling of inmates among a state's system of correctional facilities in response to overcrowding is given precedence over consideration of appropriate assignment to education programs. The importance of improving education becomes a low priority when compared with correctional problems created by the institutionalization of large numbers of drug abusers--such as the lack of funds, overcrowding, and the lack of health and professional services.

Despite the sometimes insurmountable constraints on correctional education programs, the traditional view of education for offenders as consisting of training for largely unskilled jobs is undergoing change. In both institutional and community settings, however, adult literacy programs continue to view basic and technical skills as separate and unrelated. In most instances, attainment of a GED or high school diploma is a prerequisite for vocational training programs (American Council on Education, 1990). Vocational programs are philosophically, physically, and organizationally separate from the academic components of education programs. Adults and youth are first taught basic skills and later taught how to apply those skills (Sticht et al., 1987).

The failure of the traditional view to deal with the needs of institutionalized students adequately or appropriately has precipitated a call for a new view of correctional education. Noting that past correctional education practice has focused on marketable low-level skills and knowledge, Gehring (1989, p. 166) calls for a "reshaping" of correctional education toward a more "holistic" framework. He recommends:

- Developing cultural literacy and critical thinking skills, in addition to basic and marketable skills, to address cognitive deficiencies and to help students "think their way through life's problems";
- Fostering social education and learning in the humanities linking human values, behavior, and individual responsibility;
- Enhancing personal development and social responsibility, based on tolerance and reciprocity;
- Professionalizing correctional education: preparing teachers specifically for correctional education assignments, and providing ongoing in-service training applicable to education in institutional settings;
- Empowering learners and teachers, and giving high priority to student learning; and
- Giving educators authority over education-related decisions, especially curricular, budgetary, and school personnel ones.

These recommendations are consistent with current emerging views on effective education for disadvantaged populations and legislative changes in the federal Chapter 1 N or D program to reflect these views of effectiveness.

Education of the Disadvantaged: Lessons From the 1980s

Although the 1980s generated few studies on the institutionalized population, widespread interest in the quality of education in general was renewed by the release of the A Nation At Risk (1983) report. National interest in the quality of schooling, combined with the release of demographic statistics on the changing U.S. population and their effects on increasing numbers of at-risk students, spurred investigations of effective and ineffective instructional strategies for the disadvantaged. The results of many of these studies and reports were used to shape the reauthorization of Chapter 1 N or D, and its focus on both basic and advanced skills for the nation's disadvantaged students.

Throughout the 1980s, attention was drawn to the poor academic performance of America's high school-age population. The National Commission on Excellence in Education's reports based on National Assessment of Educational Progress (NAEP) findings, for example, found that many 17-year-olds lack the higher order intellectual skills they should possess; 40 percent cannot draw inferences from written materials; only one-fifth can write a persuasive essay; only 65 percent of the 11th-graders studied can write an adequate paragraph on a job application; and only one-third can solve a mathematics problem requiring several steps (Applebee, Langer, and Mullis, 1987).

Throughout the 1980s, increasing illiteracy within the adult population was recognized not only as a precursor of individual and social maladies but as a barrier to continued U.S. economic competitiveness as well. Evidence cited to support this conclusion were the facts that more than one-fifth of all U.S. adult workers need remedial reading and mathematics to be fully productive in the workplace and that the United States ranks 49th among 158 member nations of the United Nations in literacy (Kozol, 1985). In addition, the American Council on Education reported a 26 percent decline in the number of 18- to 24-year-olds taking GED tests; this situation represents a serious threat to dropout recovery efforts and to future employment opportunities for young adult nongraduates (Baldwin, 1990).

The policies, programs, and instructional methods for the education of disadvantaged persons have long been based on untested assumptions that have recently been reexamined by scholars and practitioners. Better Schooling for the Children of Poverty: Alternatives to Conventional Wisdom summarizes key alternatives to traditional educational strategies. Exhibit 2-1 compares the old strategies with new ones that not only dispel old conceptions of how to educate disadvantaged students but also introduce flexibility to the process of compensatory education by offering opportunities for innovation.

Exhibit 2-1. Conventional wisdom and some alternatives

Conventional Wisdom	Alternatives to Conventional Wisdom
▪ An emphasis on the learner's deficits--that is, what the disadvantaged student lacks in knowledge, intellectual facility, or experience	▪ An emphasis on the knowledge students bring to school
	▪ Explicit teaching of how to function in the "culture" of the school
▪ Curriculum that teaches discrete skills in a fixed sequence from basic to higher-order skills	▪ Early emphasis on appropriate higher-order tasks
	▪ Extensive opportunities to learn and apply skills in context
	▪ An emphasis on meaning and understanding in all academic instruction
▪ Exclusive or heavy reliance on teacher-directed instruction	▪ A combination of teacher-directed and learner-directed instruction
▪ Classroom management principles uniformly applied across the school day to forestall disorder in the classroom	▪ Variation in classroom management approach depending on the kind of academic work being done
▪ Long-term grouping of students by achievement or ability	▪ Some use of grouping arrangements that mix ability levels
	▪ More flexibility in grouping arrangements

SOURCE: Better Schooling for the Children of Poverty: Alternatives to Conventional Wisdom, Volume I, January 1990, p.1.

Disadvantaged Learners

Current instructional practices seriously underestimate the intellectual capabilities of disadvantaged students, thereby limiting their academic performance (Moll, 1990). Reemerging theories of learning and reading research have called into question the assumption that it is more difficult to educate economically and educationally disadvantaged students who have experienced repeated failure in school than other students. These theories hold that all learners are active constructors of knowledge, bringing previously acquired knowledge, experience, and skills to the education experience.

Current alternatives to conventional wisdom also argue for attention to the more interpersonal aspects of instruction (Comer, 1980, 1988; Neufeld, 1990). These views are reflected in the belief that disadvantaged students can succeed at school if:

- Teachers know and respect the students' cultural/linguistic background and communicate this respect to the students;
- The academic program allows and encourages students to draw and build on their experiences, at the same time that it exposes them to unfamiliar experiences and ways of thinking; and
- The assumptions, expectations, and ways of doing things in school--in short, its culture--are made explicit to these students by teachers as they explain and model these dimensions of academic learning.

A Sequencing or Complex Task Curriculum

Conventional views of curricula for disadvantaged students have focused on fixed sequences of separate and discrete skills, which require students to master basic skills before attaining higher-order skills. Prior to the recent reauthorization of Chapter 1, this rigid form of sequencing existed in most elementary, middle, and high school Chapter 1 curricula, and it continues to be characteristic of many programs in correctional settings. Researchers in three key content areas--reading, writing, and mathematics--now contend that traditional curricular assumptions fail to offer intellectually challenging opportunities and tasks. Brophy (1990), for example, recommends a curriculum in reading, writing, and mathematics based on the knowledge and skills that disadvantaged persons need to learn in order to succeed in our society; providing appropriate attention to problem-solving, decision-making, and other higher-order applications, as well as to lower-level knowledge and skills.

In a similar argument for the development of higher-order thinking skills, Doyle (1990) contends that students learn higher-order thinking by accomplishing tasks in which these processes are widely and frequently used. According to Doyle, a more effective curriculum should:

- Balance routine skill development with appropriate novel and complex tasks;
- Provide a context for skill learning that establishes clear reasons for needing to learn the skills, affords opportunities to apply the skills, and helps the student relate one skill to another;
- Focus on meaning and understanding from the beginning--for example, by orienting instruction toward comprehending reading passages, communicating important ideas in written text, or understanding the concepts underlying number facts;
- Influence attitudes and beliefs about the academic content areas, as well as skills and knowledge; and
- Eliminate unnecessary redundancy in the curriculum (e.g., repeated instruction in the same mathematics computation skills year after year).

The Role of the Teacher in Instruction

For some time conventional wisdom has maintained that instruction featuring a slower pace, extensive student practice and drill, structured academic tasks, and whole or homogeneous grouping formats was the preferred method for teaching disadvantaged students. Although some research supports the use of the direct instruction approach for discrete basic skills (see McCollum, 1990), this approach appears to work less well with more integrated and challenging curricula. Thus criticisms of the direct instruction approach are predicated in part on the criticisms of traditional sequence-based curricula. Where an intellectually challenging curriculum has been introduced, a cooperative teacher-student instructional approach seems more effective. Current research suggests that some combination of both teacher-directed and learner-directed instruction can form an effective alternative to strict adherence to the direct instruction method (Brophy, 1990; Garcia and Pearson, 1990; Slavin, Karweit, and Madden, 1989).

Alternative principles for teachers include the following:

- Explicitly teach the underlying thinking processes along with skills--for example, by modeling the cognitive process involved when interpreting a story problem in mathematics or trying to understand the author's point of view in a piece of literature;
- Within sequences or units of instruction and across the school year, gradually turn over responsibility for the learning process to the students, as they become more capable of constructing knowledge and applying modeled strategies on their own; and
- Encourage students to use each other as learning resources and structure their interaction accordingly, as in many cooperative or team learning arrangements (Better Schooling for the Children of Poverty: Alternatives to Conventional Wisdom vol. I, p. 12).

Classroom Management: Means or End

Conventional notions of classroom management are based largely on views of disadvantaged students as problematic, particularly those in correctional institutions. According to this view, individual and family problems or the influence of community-based social groups (such as gangs) increase the need for discipline, order, and structure in schools and classrooms. Frequently, classroom management that emphasizes rigid, predictable student behavior reflects an adherence to rigidly structured instructional activities generally designed for basic skills instruction, with little opportunity for innovation, creativity, and meaningful teacher-student or student-student interaction. The introduction of more challenging curricula, coupled with the use of more interactive teaching methods, requires a different approach to classroom management. Classroom management should, as it has under conventional wisdom, continue to reflect the academic pursuits of the class. However, instructional strategies that employ student-directed instruction, flexible grouping, and cooperative learning will require a rethinking of traditional classroom management techniques (Doyle, 1990; McCollum, 1990). While proponents of a new definition of discipline and order in the classroom do not advocate complete inattention to order, "this perspective encourages teachers to find a new basis for order in the classroom that is derived as much as possible from academics rather than generic rules, incentives, and consequences for misbehavior" (Better Schooling, vol. I, p. 12).

Classrooms might be more effectively managed when teachers:

- Set expectations for classroom order that are appropriate to the academic work at hand, within broad boundaries established for overall behavior in the room. Students need to be taught explicitly that noise levels, the degree of movement around the classroom, and the like, can vary; they also need to be taught the circumstances under which they are allowed to vary;
- Anticipate resistance to the novel and unfamiliar work that is necessarily a part of a more challenging curriculum; and
- Plan a strong "program of action" based on interesting and engaging academic activities (Ibid.).

Student Proficiency: Grouping and Flexibility

Practices based on conventional wisdom have separated low-achieving students from higher-achieving students. This practice followed the emphasis in Chapter 1 N or D on the remediation rather than acceleration of these students (Guthrie et al., 1989). Criticisms of conventional arrangements to accommodate differences in student performance point to the negative aspects of permanent labeling and the social and intellectual segregation of low achievers. The negative effects of grouping on the achievement, educational aspirations, and self-esteem of low-ability students have been well documented by Gamoran (1987) and others. Conversely, Slavin's (1986) finding that ability grouping has positive effects on mathematics achievement for low-ability students supports the more conventional view, although effects for reading achievement were found to be inconclusive.

Concern for accommodating varying student proficiency levels often leads to the provision of individualized instruction. As Allington (1990) cautions, however, "Much of what is done to low-achievement children in schools is done in the name of 'individual needs,' but less of this addresses an individual child's needs than we might expect (p. 9)." Recommendations from Better Schooling represent an amalgam of aspects of both conventional and alternative approaches. Schools and teachers are advised to:

- Use heterogeneous grouping, such as cooperative and team learning, and more flexible and temporary ability-grouped arrangements;

- Integrate supplementary assistance, such as Chapter 1 N or D instruction, as much as possible into mainstream classroom activities or to provide supplementary instruction at times that do not require students to be away from activity in their main classrooms; and
- Maximize individual help to low-achieving students on an ad hoc basis rather than in long-term group arrangements.

Administrative Leadership

The leadership of the school principal is essential to improving the workplace for teachers and is a prerequisite for effective schools (Smith and Andrews, 1989). Teachers who believe that their environment enhances their ability to teach will perform at a higher level than teachers who have negative feelings about their workplace. This is hardly a startling revelation. Organizational theorists have for some time suggested that a relationship exists between job satisfaction (including environmental issues) and productivity in most organizational settings (Bledsoe, 1983; Brief and Aldag, 1975; Maslow, 1954; Porter and Lawler, 1965).

Concerning effective educational leadership in correctional education, Hambrick (1987) observes that most effective leaders recognize and work within the constraints of the correctional environment by providing specific services to meet identified student needs, providing a nurturing staff, improving programs by establishing and maintaining contact with outside educational developments and organizations, and being aware of the focus of corrections education (e.g., keeping abreast of current "hot topics" for potential funding).

Administrators are in a position to improve student achievement significantly by recruiting and retaining highly qualified teachers and other staff and by monitoring and evaluating teaching methods. Characteristics consistently evidenced in schools that elicited exemplary achievement gains from students include strong academic leadership (particularly that producing consensus on goal priorities and commitment to instructional excellence); a safe, orderly school climate; positive teacher attitudes toward students and positive expectations regarding the students' abilities to master the curriculum; an emphasis on instruction in the curriculum in allocating classroom time and assigning tasks to students; careful monitoring of progress toward goals through student testing and staff evaluation programs; programs that promote strong parental involvement; and consistent emphasis on the importance of academic achievement, including praise and public recognition for students' accomplishments (Good and Brophy, 1986).

Effective Education for At-Risk Adolescents

The alternatives delineated in Better Schooling do not address adolescent or adult students in either the regular academic or the institutional context. New programs, such as the Accelerated Schools Program, Reading Recovery, and Success for All, have demonstrated some success for elementary levels (Levin, 1989; Slavin et al., 1989). However, the applicability of methods employed in these programs, as well as the prescriptions offered in Better Schooling, to adolescents and adult learners have not been fully examined. Arguments for a more unconventional and varied approach to schools and instruction are equally important for adolescent students in institutional settings.

Much of what is now known about adolescent at-risk students has been derived from efforts to better understand the meaning of literacy, particularly as it relates to adults. While broad generalizations may be inappropriate, some important characteristics of adult learners have been identified. First, although adult learners are capable of learning throughout their lives, the life cycle phase in which learning takes place influences what adults both need and want to learn--that is, adult learning may be generally motivated by the need to acquire a new skill or to make a decision (Naylor, 1985). Second, adults engage in educational programs for various reasons. Seventy-five percent enroll in adult education programs for job-related reasons while others take nonoccupational courses for personal or social purposes (Hill, 1987). Institutionalized students are motivated by factors that contribute to early release or to job acquisition upon their release.

Adults in correctional institutions are likely to have a history of educational failure that undermines their self-confidence (Knowles, 1980) and impedes successful completion of educational programs (Irish, 1980). Methods cited in the research literature which enhance self-image include:

- Providing early successes (Delker, 1984; Knowles, 1980);
- Making efforts to reassure the adult learner that success in obtaining learning skills is attainable (Darkenwald & Merriam, 1982; Newman, 1980);

- Creating a positive learning environment that is innovative and not necessarily based on the traditional classroom setting (Darkenwald & Merriam, 1982);
- Providing positive feedback by keeping program participants informed of their progress and providing verbal praise (Balmuth, 1984); and
- Teaching passive learners to become active learners (Rosenthal, 1990).

Providers of adult education in both noncorrectional and correctional settings continuously face the problem of student nonparticipation. The participation rates of adults indicates the difficulty teachers have in implementing a "sustained and logically sequenced" plan of instruction in the face of variable participation and high absenteeism (Anderson, Houston, and Bryant, 1981; August and Havrilesky, 1983; Bowren, 1987). Absenteeism on the "outside" is tantamount to non-participation in correctional settings. Although education programs in adult institutions are generally open to all inmates, many elect even the lowest paying unskilled work assignment over school attendance because they can earn wages working in prison industries but usually are not paid if they enroll in school. Almost one-half of the inmates are not enrolled despite the availability of programs. Many enrollees indicate that they have enrolled merely "to pass the time" rather than meet their educational needs (Tashjian, LeBlanc, and Pfannenstiel, 1990).

Adult inmates in correctional facilities may not participate because programs, instructional approaches, and methods are not appropriately designed. The lack of empirically based research on effective methods of teaching reading and mathematics to adults provide few studies to guide the development of programs (Gadsden, 1988). Since the mid-1970s, researchers have been questioning instructional practices based on the curricula and methods used in the instruction of youth under age 17, including elementary-age children, and their appropriateness for adult learners (Balmuth, 1984; Chall, Heron, and Hilfordy, 1987; and Kavale and Lindsey, 1977).

Significant differences in adult learner cognition and vocabulary development, which should drive adult curriculum content and instructional strategies in correctional institutions, have been noted (Darkenwald & Merriam, 1982). More important, the interests, motivations, and values of adults differ from those of children, and these differences should be taken into account in curriculum development. Instructional methods prevalent in adult basic education programs are structured and sequenced methods focusing on phonics (Balmuth, 1984). These methods continue to be used for adult learners, despite the fact that research on effective instructional practices criticizes instruction focusing on isolated skills, drill and practice, and learning without context. Just as these methods are inappropriate for elementary school children, as presented in the Better Schooling report, they are even less appropriate for the adult learner.

Many of the instructional approaches found to be effective for the young adult population use electronic technology. Computer-assisted instruction (CAI) which has been introduced in adult literacy education as an alternative to conventional instructional strategies, has been found to help bridge the gap between literacy and nonliteracy by helping non- or low-literate persons manage print as a communications medium as well as teach them to use the primary tool of our information society (Nickerson, 1985). Several studies have shown that individual test scores or grade-level proficiencies increased through the use of CAI (Askov, Maclay and Meenan, 1987; Imel, 1983; Kulik, Kulik, and Schwalb, 1986; Lewis, 1988; Patton, 1987; Rachal, 1984; Turner, 1988; and Wangberg, Meisner, and Busick, 1985). The effectiveness of CAI in teaching basic and advanced skills to adult learners depends on the level of commitment and expertise of instructional staff (LaFrenz and Friedman, 1989). In addition, effectiveness may also be limited by the absence of appropriate or high-quality software (Patton, 1987).

Experiential education is another approach to the instruction of institutionalized young adults. Experiential educators believe that positive experiences provided by programs such as wilderness and forestry training, horsebreaking, marine education, farming, and community restitution are more therapeutic for troubled adolescents than cognitive or analytical approaches. These experiences may create new perceptions of power and capability that translate into enhanced self-esteem and improved performance in more structured classroom or treatment settings. Principles of experience-based instruction mirror the methods called for in the effective schools research. Mixdorf and Paugh (1989) list seven components of experience-based instruction:

1. Careful planning, prescription, and management of seemingly untenable activities to fit the needs and capabilities of participants;
2. Skill development through gradations of difficulty;
3. Development of concrete problems with clear task beginnings and endings and clear indicators of success or failure;
4. Competitively or adaptively challenging activities with inherently compelling tasks for youth;

5. Real and immediate consequences and feedback to participants;

6. Problem resolution requiring that students use all their physical, emotional, and cognitive resources; and

7. Group interaction, cooperation, and organization as major components of activities.

Transitional Programs and Other Support Programs

If the rehabilitation, resocialization, and reintegration of offenders are the current goals of correctional education, transitional programs are vital to a comprehensive education program. Following the report of findings that few institutions provided prerelease, transitional, or postrelease services (Pfannenstiel and Hoyt, 1979), federal regulations were changed to expand allowable costs to include transitional services. Because funds for these services could be provided only to local school districts, however, many states did not shift major federal funds from state institutions to local school districts. Expanded transitional services in the subsequent decade were generally state-funded. To be effective, transitional programs should ensure continuity of services in academic instruction as well as in the more conventional areas of vocational and social skill training (Webb and Maddox, 1986). As Sutton and Whittier (1989) point out in their review of the findings of a nationwide survey of transitional programs for the juvenile offender population conducted in 1987, all states reported having transitional programs in place, but limited information about the content and practices of these programs was available.

In addition to the general need for establishing transitional programs in more states, there are also problems associated with interagency collaboration, qualifications, and responsibilities of transitional program personnel (including a director), and the maintenance of accurate records. The limited exchange of student records between agencies during transition is characteristic of practices found in most states. Fewer than one-third of the survey respondents reported that all records (e.g., educational, medical, psychological) were routinely shared and exchanged (Tashjian, LeBlanc, and Pfannenstiel, 1990). In addition, most of the responding states do not maintain accurate placement and follow-up records pertaining to released juveniles.

Summary

The combination of little research-based information on effective instruction for young adults and the general failure to extend existing knowledge of effective instructional strategies for disadvantaged students to the correctional context have resulted in the misidentification of the literacy skills and needs of young adults and in a failure to develop programs appropriate to young adult life. Nonetheless, some correctional agencies and institutions have taken the initiative in applying what knowledge and research exists to the development and improvement of their own correctional education programs. Often facing obstacles that would be considered insurmountable in other contexts, these programs operate effectively within the many constraints of correctional institutions.

To meet the challenge of insufficient time to pursue literacy objectives within varying and sometimes limited lengths of resident stays, some institutions have promoted accelerated instruction with competency-based objectives. Managers of effective programs have recognized that many of the traditional instructional strategies for adults can never improve learners' reading and mathematic skills. To motivate students and accelerate learning, those programs rely on high-quality, varied instructional techniques and materials, as well as the interpersonal skills of teachers. These programs have challenged the myth that basic skills must precede higher-order skills and have advanced the belief that correctional inmates are capable of learning more advanced skills.

Rather than focusing on the limitations of older youth and young adult learners, effective programs have taken advantage of their learners' strengths and have used their students' larger oral vocabulary to develop their reading vocabulary. Instead of viewing the prior knowledge and experiences of institutionalized offenders as something to be unlearned, teachers are accelerating learning through activation of such prior knowledge. The development of literacy and numeracy in social, functional, and workplace contexts is a key to motivating institutionalized students. In so doing, the traditional measures of success--such as GED acquisition, grade-equivalent scores, and completion of formal education--have not been abandoned but are not pursued to the extent that learning is separated from the community and workplace context. The renewed focus on competency is in keeping with other societal changes relevant to the inmate population and to their success upon release (for instance, U.S. businesses are disturbed by the costs of conducting business within a society characterized by an increasingly illiterate and semiliterate work force). Effective programs may well provide institutionalized young adults with their last opportunity for meaningful learning and use the entire period of confinement as preparation for release.

Chapter 3 summarizes the effective programs along with the major dimensions of effectiveness identified from the review of relevant research.

3. EFFECTIVE EDUCATION FOR NEGLECTED OR DELINQUENT YOUTH

The overall importance attached to education among the many activities in facilities serving neglected or delinquent youth is a key element in providing effective Chapter 1 N or D and regular instruction. Unlike their public school counterparts, whose primary mission is education, correctional education programs often must compete with other institutional activities for the primacy of their goals, for resources, and for meaningful portions of the inmates' time. Even where educational goals in correctional institutions are primary, education may be perceived as the accomplishment of a product (e.g., raising test scores a certain number of grade levels) rather than as a process by which inmates acquire skills in critical thinking, reading proficiency, or numeracy for participation in society and its labor force.

Although correctional agencies generally consider education for youthful offenders important, many programs are still based on low expectations for the educational capabilities and attainment of institutionalized youth. As already mentioned, the notion that mastery of basic skills must precede the introduction of advanced thinking is well entrenched in corrections education as well as in Chapter 1 N or D curricula. Given their relatively short lengths of stay, particularly in youth facilities, students rarely receive instruction beyond the basic skills. Moreover, the focus of current Chapter 1 legislation to include advanced as well as basic skills has not been well communicated to correctional facilities.

This chapter describes the institutional context that contributes to the effectiveness of education programs, particularly Chapter 1 N or D, in the nine case studies of effective educational practices. First, an overview of the physical characteristics of these facilities is offered. Second, the basic philosophies of education, types of programs offered, and methods of student assessment and placement are discussed. Third, effective leadership practices are discussed and effective instructional practices are summarized. Finally, educational and noneducational support services for institutional residents are described. Key differences between adult facilities and youth facilities are noted throughout the discussion.

Characteristics of Chapter 1 N or D Facilities

Of the nine facilities participating in the effective practices study, six are youth facilities and three are adult correctional facilities. These nine facilities are somewhat larger than average. The six youth facilities house an average of 349 youths, compared with a national average of 140 youths; the three adult facilities house an average of 1,766 residents, versus 1,207 for the average facility. Three of the nine facilities house female as well as male inmates.

As part of the national trend, conviction for more serious offenses coupled with increased lengths of stay have resulted in overcrowded conditions. Six of the nine facilities, including all three adult facilities, are operating above capacity. The average length of confinement for residents of the youth facilities is 12 months compared with the 8-month average reported by youth facilities nationwide.

Three of the nine facilities are maximum security facilities, one is maximum-medium, one is medium, two are minimum-medium, and two are minimum security facilities; two of the six youth facilities are maximum security. Differences in degree of security have implications for the restriction of inmate movement within the facilities. In some maximum security facilities, movement is highly restricted and inmates are required to have passes for movement or work assignments. They are escorted to other areas of the facility, including the education center, by group-life workers. Movement during classes is also controlled. Teachers and other staff monitor corridors during all hourly class changes. Despite the need for security and control, security measures and custodial personnel are not overly intrusive in educational classes in most of the facilities. When classes are interrupted, the authorities are usually seeking to reach a particular student.

Living arrangements differ among the nine facilities. In two of the adult facilities inmates live in traditional cells on cell blocks. In the third adult facility inmates live in cottages and dorms as well as in cells. Youth facilities generally have cottage living arrangements, although some house inmates in dormitories.

Living arrangements are assigned according to criteria that include seriousness of criminal offense, job assignment, assessment of educational needs, behavioral characteristics, and psychological profiles. In two youth facilities, for example, separate dormitories house sex offenders, drug abusers, and inmates in prerelease status; the remaining population is housed in mixed dorms. In another facility where cottages are the sole living arrangement, separate cottages are reserved for inmates who have behavior problems and those who are emotionally disturbed. In addition, a cottage is set aside for college students. Space availability, however, is a paramount consideration in all assignments.

A variety of behavior management systems are used in these facilities. In adult facilities, initially less desirable job placements with low pay scales are used to motivate desirable behavior. Write-ups for bad behavior and poor work performance may prevent reassignment to more appealing jobs. In addition, disciplinary actions such as withdrawal of TV, radio, movie, or library privileges, fines, and segregation from other residents are also used.

All youth facilities have instituted some form of disciplinary or privilege system, including a privilege work system based on assignment to the desirability of jobs, variations on a point system, and a group-based system such as the Positive Peer Culture system. In each instance, privileges such as access to radio and TV, posters, free time, and attendance at special events are rewards for good behavior. The approach to discipline can determine the general interpersonal climate of the entire facility.

The interaction between staff and inmates ranges from informal to very formal. Whereas the interaction between inmates and custodial staff in adult facilities appears rather formal, interaction among the students themselves appears to be informal. In four of six youth facilities, interaction between education staff and students is characterized by mutual respect: education staff develop a rapport with students and demonstrate concern for the well-being of students, and students appear polite and respectful of the education staff. Even where interaction is more formal, this formality is touched with kindness. However, the beneficial effect of supportive teachers can be counteracted by negative custodial staff/student interactions, as exemplified in one facility where the custodial staff are curt, loud, and commanding.

The Importance of Education: Role, Philosophies, and Programs

Education is an important institutional goal in each of the nine facilities. In adult facilities, education is seen as an integral part of the rehabilitation of inmates. In one adult facility, education is considered so important that the facility administrator provides support for the continued education of corrections staff with an in-house satellite college program. An educated staff, combined with a better-educated inmate population, diminishes the potential for unrest and contributes to the overall security of the institution. Because most adult facilities are work oriented, education is interpreted to include both academic preparation and vocational training.

Because many inmates of youth facilities are under age 17 and thus are required by law to attend school, education is the top priority in the mission of five of the six facilities. Obtaining a high school diploma or GED is the primary focus of education programs in these facilities. In one facility the fully accredited high school program is part of a system in which all institutions for youth constitute a separate school district. In the remaining facilities, the education programs are fully accredited, expediting the transfer of high school credit hours upon release. Only one of the facilities gives higher priority to its work-oriented program than to education; but the facility's administration and staff members strongly support education.

The philosophy of education in the facilities where education is considered significant to rehabilitation is that learning enhances personal growth, self-realization, and self-esteem, which contribute to the channeling of activity in positive directions. This philosophy is translated into similar goals for educational programs. Among the key goals are these:

- Providing basic academic and vocational skills;
- Enhancing the job readiness of all inmates;
- Providing opportunities to explore students' personal and social problems and possible effect of such problems on the students' lives upon release; and
- Assisting in the development of self-confidence, self-reliance, self-control, and decision-making skills.

Correctional programs provide different types of programs to achieve these goals (Exhibit 3-1). Programs in the six youth facilities include basic high school academic courses, pre-GED/GED preparation, basic vocational courses, and special courses (e.g., life skills). Education programs in the three adult facilities provide advanced vocational training, work experience, and

Exhibit 3-1. Education programs in nine Effective Practices study facilties

Correctional Programs Facility No.	Basic Academic High School	Pre-GED or GED	Adult Basic Education	Chapter 1	Special Education	Basic Vocational	Advanced Vocational	Special Courses (e.g., Life Skills)	Post-secondary Instruction or College
1.	X			X	X			X	
2.	X	X	X	X	X	X		X	X
3.	X	X		X		X		X	
4.	X			X				X	
5.	X	X		X	X	X	X	X	X
6.	X	X		X				X	
7.	X_A	X_A		X_A		X_A	X_A	X_A	X_A
8.	X_A	X_A	X_A	X_A		X_A	X_A		X_A
9.	X_A	X_A		X_A		X_A	X_A	X_A	X_A

X_A = Adult facility

college or postsecondary instruction. Despite general overcrowding in the institutions, education classes in the adult facilities are not overcrowded. As might be expected, regular education classes appear more crowded than do Chapter 1 N or D classes in almost all the youth facilities. Exhibit 3-2 shows enrollments for regular education programs.

Program offerings in these nine facilities do not differ substantially from program offerings characteristic of correctional educational programs nationally. One-third of the youth in the six youth facilities receive Chapter 1 services. In the three adult facilities, 13 percent of the total 1,387 students served in education programs receive Chapter 1 services. Almost 90 percent of students in youth facilities participate in high school programs, followed by three-fourths in vocational training, and almost two-thirds in basic skills classes. In adult facilities, about one-third of the students are enrolled in secondary education classes, and slightly under one-third are enrolled in vocational education classes. Students in adult facilities are enrolled primarily in basic skills programs, GED, and adult basic education classes. About 10 percent of the students in adult facilities are enrolled in the traditional high school curriculum.

Exhibit 3-2. Student enrollment in regular education programs
(Percent)

Program	**Youth Facilities(6)** %	**Adult Facilities(3)** %
Adult basic education	1	16
Basic skills	62	22
GED	17	18
High school	87	7
Postsecondary	9	33
Special education	29	2
Vocational instruction	76	28

Education Program Facilities

Because many older correctional institutions were not constructed to meet current education program needs, the location of education services within the nine facilities varies with the general layout of the physical plant, the age of the facility, and the type of facility. In two of the adult facilities, education programs are located in the administrative center of the facility, but classes are scattered throughout. In one adult facility and in all youth facilities, education services are provided in a separate building close to the living quarters.

The physical layouts of academic and Chapter 1 classrooms are similar in all nine facilities. In all but one facility, students work at individual desks or movable tables with chairs. Partitions separate instructional groups in classrooms in half of the youth facilities. Classrooms are self-contained in all adult facilities. Furnishings and available workspace in the classrooms that were observed are at least adequate in all but one of the facilities, where there is excessive overcrowding. Other environmental factors--lighting, ventilation, and heating--are considered adequate in the majority of the classrooms. Exceptions to this are poor heating and cooling systems in regular classrooms in one facility and poor ventilation in classrooms in two facilities.

An aspect of classroom layout that enhances instruction is the designation of special purpose areas in many regular and Chapter 1 program classrooms. The special purpose areas include reading, math, and computer labs.

Student Assessment for Program Placement

Student placement in the nine educational programs is based on comprehensive assessments upon entry and periodically during confinement. The Test of Adult Basic Education (TABE) is used in two of the adult facilities. The Rotter Incomplete Sentence Blank and the Minnesota Multiphasic Personality Inventory are used for psychological assessment, and the General Aptitude Test Battery is used for assessing vocational training aptitude. This latter test is administered only to students placed in high school or GED curricula as determined by TABE scores. The third adult facility bases its educational placements on Stanford Achievement Tests scores.

A wider variety of tests more clearly focused on achievement are used in youth facilities, and grade-equivalent scores are used as the primary placement criteria. The TABE is used in two of the six facilities; it is the sole test used in one, while in the other, TABE scores are used in conjunction with scores from the Woodcock Reading Mastery Test and the Peabody Individual Achievement Test (PIAT). The PIAT is used in one other facility along with the Metropolitan Achievement Tests (elementary level) and the Million Adolescent Personality Inventory. A fourth facility uses a variety of academic achievement tests: the Adult Basic Learning Exam and the California Achievement Test are used to determine grade-level proficiency, and the Woodcock Reading Mastery Test and the KeyMath Diagnostic Achievement Test are used for the developmentally handicapped. A fifth facility uses the Stanford Achievement Test as the sole determinant of functional grade level, while a sixth combines scores from the Woodcock-Johnson Psycho-Educational Battery (reading and math components) and the High School Proficiency Test.

Several education programs have adopted assessment processes pioneered in the field of special education. For instance, one adult facility and two youth facilities develop individual education plans (IEPs). In one of the youth facilities, IEPs are developed for all students, whereas in the other, IEPs are developed for special education students only. In this latter instance, however, pupil personalized programs, comparable to IEPs, are developed for each non-special-education student.

Education Budget and Staffing

The overall operating budgets of the nine sample facilities are representative of those found in institutions nationwide. However, the facilities selected as effective practices sites allocate 13 percent of their operating budget to education, compared with 8 percent for the typical correctional institution budget. Almost all these facilities spend 82 to 96 percent of their education allocation on salaries for education staff, with the remainder spent on instructional materials.

Staff salaries are comparable across the nine sites. Staff in seven of the nine facilities reportedly receive somewhat or much lower salaries than personnel in the nearest public school system. Only one each of the youth and adult facilities reported staff salaries as somewhat higher than those received by the instructional staff of the nearest public school system.

Chapter 1

The Chapter 1 program is a pull-out program in all facilities. One facility also uses an in-class model to coordinate Chapter 1 N or D and regular instruction; there, the pull-out class consists of additional instruction offered on Sundays. Criteria for placement in Chapter 1 N or D varies across facilities. According to regulations, students who are under age 21, lack a high school diploma, and participate in ten hours of weekly regular educational instruction supported by nonfederal funds, for which daily attendance records are kept, are eligible for Chapter 1 N or D services. In most instances, test scores of students determine placement in Chapter 1 N or D (e.g., grade-equivalent scores below 6.0 in math and 7.0 in language arts, 6.5 or below on the TABE).

Most Chapter 1 N or D programs are staffed with one to three certified teachers. One program was staffed with four teaching assistants, one with a part-time teaching assistant, and another with one student teaching assistant. Teaching assistants work with Chapter 1 N or D students in Chapter 1 N or D classrooms and in their basic education classes. Team teaching by the Chapter 1 N or D and basic education teachers occurs in the in-class program. Cooperative learning groups are encouraged, because educators generally suggest that Chapter 1 N or D students should not be noticeably distinguished from other students and that all students have much to gain from heterogeneous achievement-level grouping.

Another variation on the conventional methods seen in Chapter 1 N or D and other classrooms is the use of peer tutors and student teaching assistants. Although not widely used across the nine programs, peer tutoring appears to enhance student interaction and to promote student self-esteem for both tutor and tutee. In addition, programs using peer tutors or student assistants offer a built-in incentive for performance and achievement: students who have achieved program objectives are permitted to function as peer tutors and assistants.

> *Carl, a 17-year-old student in a youth facility's Chapter 1 N or D reading class, passes out readers and workbooks to students. During class he, like the teacher, circulates among students answering questions. The teacher thanks him for his help and points out to the class that Carl, who had only a short time ago completed requirements for his GED, has just passed the test. There are a few audible "wow's," and a few questions; "Hey, man, was it tough?" Carl beams, "Nah."*

But researchers for this study found instances of peer tutoring relatively rare in the classrooms they observed in correctional facilities. These classes remain typically teacher directed and individualized in focus, reflecting outdated conventional wisdom about effective instructional strategies for educationally disadvantaged youth.

Coordination Among Education Programs

The degree of coordination among Chapter 1 N or D and regular education programs in terms of curriculum, instruction, and communication varies considerably in institutional settings. Coordination can include both formal and informal mechanisms. Formal mechanisms of coordination demonstrated by the nine education programs include the following:

- Diagnostic assessment process involving Chapter 1 N or D and regular program staff;
- Inclusion of Chapter 1 N or D staff in regularly scheduled basic education program staff meetings;
- Full integration of Chapter 1 N or D and basic education students and coordination of all instruction by basic education and Chapter 1 N or D teachers;
- Joint development of plans for achievement for each student's learning objectives and the design of Chapter 1 N or D instructional goals to complement those of the basic education curriculum;
- Joint identification of areas of difficulty;
- Sharing of instructional plans;
- Review of test scores by Education Placement Committee composed of basic program teachers and other education staff;
- Additional in-class instruction by basic education teachers for Chapter 1 N or D students;
- Weekly joint planning and coordination of content and skill instruction between Chapter 1 N or D reading and basic education English teachers; and
- Team teaching of math by Chapter 1 N or D and basic education math teachers.

Informal communication mechanisms that facilitate coordination of program goals, appropriate placement, and monitoring of student progress are common lunch and planning periods; discussions in teacher lounges during breaks; discussions during carpooling; and teacher interaction. In many instances, the comradery developed over several years of teaching in the same education program greatly enhances cooperation between classroom teachers and Chapter 1 N or D teachers.

Administrative Structures and Leadership Practices

Education programs in these facilities are typified by bureaucratic hierarchies headed by an education program administrator with a title such as principal, correctional principal, or education administrator.

Several factors contribute to the effective functioning of education programs in these facilities:

- Structural separation of education administration from corrections administration;
- Strong support for education by facility administration; and
- Strong support of state education administrators to include linkages between them and state correctional administrators (SEAs & SAAs) and between SEAs, SAAs, and education administrators at the facility level.

The structural separation of education and corrections administration not only facilitates the effective and efficient administration of education programs, but also promotes education as an important component of treatment. Thus, education programs thrive when the general philosophy of the institution includes education as an important goal that does not compete with administrative concerns for security and performance of institutional work.

> *"Education is the key here, not only for the inmates, but for the entire corrections staff as well. My general feeling is that my job is to run the facility, to maintain security. I figure if you've got good people to do a job you let them do it. I let the educators educate."*
>
> *-- Warden of an Adult Facility*

This hands-off but supportive approach is pervasive in all of the nine facilities studied.

The support of SEAs and SAAs also is considered crucial to the effective administration of education programs. The SEAs and SAAs support the success of the nine education programs through regular program audits, establishment and maintenance of high standards, a pattern of continued increased funding, support of staff efforts, and assistance with the Chapter 1 N or D application process. In particular, the emphasis on education in state policies is believed to contribute significantly to public and correctional staff perceptions of the importance of education in correctional settings.

When the state and corrections administrators support the education program; opportunities for effective leadership at the facility level increase. Elements of educational leadership that foster effectiveness include the following:

- Maintaining high visibility;
- Encouraging innovative instruction and flexibility to develop curricula and to use a variety of instructional strategies;
- Providing opportunities for professional staff development and personal growth;
- Recruiting good teachers; and
- Obtaining funding for equipment and materials necessary for the creation of well-equipped and positive learning environments.

Instructional Focus and Methods

Chapter 1 N or D instruction generally focuses on remediation aimed at mastery of skills and successful participation in regular education programs. Program administrators and teachers alike view this focus on mastery of skills as essential to enable students to complete diploma requirements or pass the GED. The education programs in the three adult facilities all aim to provide instruction to meet the educational needs of students and to improve their job readiness. This philosophy is based on the contention that negative public school experiences are grounded in inattention to individual ability, special needs and interests, and in differential student progress. Chapter 1 N or D programs commonly recognize the negative effects of past school policies and practices. Teachers and administrators in all nine facilities, but particularly in juvenile facilities, focus on improving the self-esteem of students. This focus, coupled with the general awareness of student needs, is instrumental in promoting the success of their programs.

Instructional strategies used in the Chapter 1 N or D programs at all nine facilities represent a mixture of conventional methods and some of the effective teaching strategies described in the preceding chapter, including teacher-directed instruction, guided practice, peer tutoring, grouping for instruction, paired reading, interactive teaching, individualized instruction, computer-assisted instruction (CAI), whole language instruction, and problem-solving activities. Individualized instruction predominates in Chapter 1 N or D instruction in both the adult and youth facilities studied. The emphasis on individualized instruction stems largely from the extremely low level of education among a sizable portion of institutionalized students, the wide variety of reading and math achievement levels of these youth, the continual entry and exit of students, and the conventional belief that basic skill development must precede the teaching of advanced thinking skills.

The negative aspects of reliance on a single instructional methodology are reduced to some extent by the flexibility the teachers have to determine content and to select instructional materials tailored to each student's needs and interests. In many instances, however, instruction characterized as individualized is the same for each student -- same content, materials, and teaching strategy that rely on independent student work. Most correctional educators endorse individualization because they perceive it as an alternative to the middle or high school group placement and instruction previously used with these students, whose actual performance was well below the level of the group and the instruction they were receiving. A Chapter 1 teacher in one youth facility, however, characterized individualized instruction as personalized instruction that promotes positive student-teacher interaction. That definition frees teachers to use any curricula and instructional methods that enable them to meet the needs of their low-achieving students. Effective individualization refers to individual assessment of need and the prescription of individual activities rather than individual **instruction**.

The emphasis on variety and flexibility frees the creative teacher to practice the art of teaching.

In some programs varied learning activities supplement individualized instruction to reinforce content already learned and to introduce new content.

> *Students in the 10:00 a.m. Chapter 1 N or D reading class at a juvenile facility watch a video presentation of Black Beauty before group reading of the book begins the next day.*

In some instances the use of a variety of learning activities incorporates higher order skills development, including problem solving and comprehension.

Instruction in the nine sites is teacher directed. In some instances teachers function as active monitors and tutors. In others, where peer tutors or teaching assistants are used to interact more directly with students, teachers take on a less active role. In both instances, teachers, assistants, and peer tutors circulate among students during class and monitor the completion of tasks and activities (e.g., workbook or worksheets assignments) and assist students as needed. When tutoring occurs, it provides direct instruction, monitoring, appropriate feedback, and positive reinforcement and praise. Many teachers also employ similar methods.

The teachers and their assistants exhibit caring attitudes and high expectations for their students. Students are openly praised and encouraged. Further opportunities for learning are readily available.

> *John---"Mrs. S. I'm ready to take the lab test."*
> *Mrs. S.--- "OK, John. Choose an article out of this paper. Read it silently. When you're ready I want you to read it to me. Then we'll talk about what it means."*
> *After 15 minutes John signals that he is ready. He begins to read as she sits next to him. Mrs. S. stops him intermittently asking him to relate the article's contents in his own words. He has trouble interpreting one sentence but finishes the article.*
> *Mrs. S.---"Good, John. You stumbled onto a tricky sentence there at one point. Do you see how reading with the emphasis in the right place helps you understand the meaning?" John nods. "This book has some other examples where a comma makes a difference in the meaning of the sentence."*
> *John---(indicating the book) "I really want to learn how to write better letters to my girlfriend. Can I borrow this? Maybe I'll come back to the lab tomorrow."*

All students are treated with respect, and teachers are so treated in return. The mutual respect between students and teachers contributes greatly to the positive classroom climate witnessed in all facilities and to the ability of teachers to command respect for others, whether fellow students or visitors.

> *After viewing a videotape of Hamlet, students are asked questions: "What were the King's reasons for bringing Rosencrantz and Guildenstern?" and "The King was pretty rowdy. Wouldn't you be afraid?" Discussion of possible explanations and why students would or would not be afraid follows.*

The focus on improving self-esteem is evident in all facilities studied. In addition to the overall atmosphere of mutual respect, students are provided incentives to perform. Formal and informal motivational methods are used. Formal methods include certificates, rewards, "promotion" to teaching assistant or teacher's helper, use of high interest materials, and contests (e.g., poster and essay). In one Chapter 1 N or D classroom an entire bulletin board is devoted to posted rewards and certificates of achievement including "Student of the Week." Informal methods include verbal praise and encouragement and statements of expectations of success.

> *A banner in the Chapter 1 N or D reading classroom of a juvenile facility reads:*
> *H O P E = Hooked on Pride and Excellence*
>
> *Banners in the basic and GED English classroom where Chapter 1 N or D students attend classes read:*
> *Be: A Man For All Seasons*
> *The Best Way To Make Your Dreams Come True Is To Wake Up*
> *Very Often A Change of Self Is Needed Instead of A Change Of Scene*

Because the main method of instruction is individualized instruction, grouping is used primarily to reinforce positive study habits. In one program, two or three students work together on assignments. In other situations grouping takes the form of "teams" for competitions in which points are awarded for attendance, performance, and task completion.

Relatively small class size and low pupil-teacher ratios also contribute to the effectiveness of many of the practices seen in the Chapter 1 N or D programs in these nine facilities. Class size ranges from 5 students per class in one program to 15 students. Only one program allows as many as 18 students in class.

With regard to resources, teachers generally applaud education administrators for obtaining necessary materials and equipment. Indeed, Chapter 1 N or D classes in most of these facilities appear better equipped than state-supported basic and regular education classrooms. In one juvenile facility, for example, the Chapter 1 N or D classroom is the only room with air conditioning. In another facility, the Chapter 1 N or D math classroom is the only math classroom with its own computer. Regular math and regular English teachers must generally share computer equipment, time, and space. Still, many regular and Chapter 1 N or D teachers show resourcefulness in acquiring materials.

> *A basic education English teacher and former Chapter 1 N or D reading teacher in a juvenile facility: "I contact public school colleagues and get their leftover materials. I go to garage sales and add to my collection of high-interest materials for my students, such as comic books and popular paperback novels."*

Both Chapter 1 N or D teachers and regular education teachers of Chapter 1 N or D students discussed their perceptions of factors that promote and obstruct effective learning in their classrooms. Factors cited most frequently as promoting learning were as follows:

- The fact that teachers exhibit an interest in and a positive attitude toward students and help students develop positive attitudes;
- The open, nonthreatening, and comfortable class environment they create;
- The small class size, which allows increased individualization of instruction and interaction; and
- The fact that they set challenging yet realistic goals and their class is well organized for instruction.

Regular education teachers of Chapter 1 N or D students added another factor:

- Teacher expertise, morale, professionalism, and personal characteristics.

Factors that obstruct learning in the classrooms were as follows:

- Overcrowded classrooms and poor learning environments;
- Continual interruptions by administrative and security staff;
- Poor student self-esteem and low interest in learning; and
- Student behavior and emotional problems.

All the factors that promote learning are within the control of the teacher; the factors that obstruct learning stem from inadequate funding for large inmate populations, administrative procedures and practices that interrupt work in the classrooms, and characteristics of the students themselves--some of which teachers felt that they could improve (e.g., student self-esteem).

Support and Transitional Services

All nine facilities in the study provide other noneducational services that support the general education program. Although the types of services and programs may vary, they include general counseling; job readiness or preemployment training; occupational skill training; job placement; life skills training; alcohol and drug abuse services; health education; computer literacy; and training for parenthood. In addition, one facility offers driver education.

All the youth facilities have job readiness/preemployment and life skills training. In one facility, Chapter 1 funds job-readiness/preemployment training. In two others, Chapter 1 N or D funds support life skills training. Almost all the youth facilities provide alcohol/drug abuse services, and four of the six provide general counseling, occupational skill training, health education, and computer literacy instruction. Only two of the youth facilities, however provide job placement services or education for parenthood.

In contrast, all three adult facilities provide general counseling, job-readiness/preemployment training, occupational skill training, alcohol/drug abuse services, and life skills training. Only one facility provides computer literacy instruction. The services available to young offenders are not, however, available to offenders in these facilities. For example, job placement, though low in priority, is offered in juvenile facilities, but it is not provided by any of the adult facilities studied. Likewise, neither health education nor training in parenthood is provided at the adult facilities studied.

One subject not often addressed in the study of effective educational practices is the existence -- and quality -- of external educational resources, including community resources and institutional libraries. The use of external resources was found to be one of the more significant factors contributing to the effectiveness of basic education and Chapter 1 N or D programs in this study. Many of the education programs regularly use the services of local speakers, tutors, trainers, and employers for vocational education, job placement, and training programs, and as members of advisory boards. Resources drawn upon include local businesses, college students, and local public educators.

The use of such resources infuses the education process with real-world examples and applications, promotes self-esteem among inmates by demonstrating that their community is compassionate, provides role models for appropriate social behavior, and provides examples of the benefits of academic success. Unfortunately, geographic remoteness and administrative reluctance prevent the use of community resources in a number of the programs observed for this study. Where such use exists, however, student and teacher interest in education is heightened. In one facility, students participate more actively in reading and storytelling after periodic visits from a local storyteller.

Most institutional libraries reflect the focus of education programs within the institution. Facilities with libraries that contain a wide variety of general and specialized reference materials and have a continuous acquisitions program support a more comprehensive correctional education program. In addition, the inclusion of Spanish-language and culturally relevant materials promotes the participation of diverse populations in education programs. Despite constraints posed by the demands of security and custody, the library in one adult facility adheres to a philosophy of intellectual freedom and commitment to freedom of access to information. This library offers, in cooperation with the college program library, local public libraries, and the state library, an interlibrary loan program through which students may obtain materials not held by the facility library.

Summary

This discussion has highlighted key findings regarding practices across the nine sites. Key among effective practices are the emphasis placed on education in the institution; strong administrative leadership and support; the coordination of Chapter 1 N or D with regular education programs; the inclusion of higher-order thinking skills integrated with life skills important to successful functioning in the community; a supportive teaching staff; opportunities for professional staff development; and prerelease transitional services to facilitate students' continued pursuit of literacy, educational credentials, or job placement.

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APPENDIX A

Effective Practices for N or D Programs

APPENDIX A

Effective Practices for N or D Programs

	Effective Practices	Common Practices
Emphasis on the Importance of Education, Philosophies, and Programs		
	Education is foremost to the rehabilitation and treatment in the institutional program.	Facility administrators view education as secondary to the custodial/security functions of the institution.
	Inmates have a range of instructional opportunities.	All instruction is provided within a shortened time frame and competes with highly paid or highly valued institutional activities.
	Inmates are required to participate in education or encouraged through incentives.	Inmates select assignments and receive fewer incentives and lower compensation for school attendance.
Effective Administrative Structure and Leadership Practices		
	Facility administrators support strong leadership by education program administrators.	Facility administrators impede and interrupt the education program in the interest of custodial/security precautions.
	Education administrators have key roles in the institution's administrative structure.	Education administration is subordinate to the administration of the overall institution.
Education Program Budget and Staffing		
Funding	Chapter 1 N or D funds are used as seed money for designing and implementing innovative programs.	The use of Chapter 1 N or D funds is not well planned.
Staffing/ Professional Development	Education staff are employees of a local school district, community college, or special correctional school district.	Education staff are employees of the correctional agency and are perceived by students as concerned mainly with security.

	Effective Practices	Common Practices
	Teacher recruitment practices attract highly qualified staff appropriate to the student population.	Teacher recruitment is limited by the unavailability of staff in local areas and slowly functioning state civil service systems.
	Staff salaries are comparable with those of adjacent school districts.	Staff receive lower compensation than public school staff with comparable qualifications and experience.
	Extensive use is made of appropriately trained and supervised teacher aides in both Chapter 1 N or D and regular classrooms.	Alternate staffing patterns including use of teacher aides, are limited.
	Opportunities for staff development are provided systematically on the basis of a needs assessment, and they incorporate current research on effective instructional strategies for at-risk students.	Staff development opportunities are limited and unplanned and do not reflect the needs of institutionalized students.
Coordination Among Education Programs		
	Formal and informal communication mechanisms are established to ensure coordination of Chapter 1 N or D and regular classroom instruction.	Chapter 1 N or D is considered a separate program, and regular program staff know very little about the purpose of Chapter 1 N or D funding or the services provided.
Student Assessment		
	Multiple measures of achievement and accomplishment are used across various content areas.	Detailed prescriptions that contain numerous isolated skills guide the assessment and monitoring of student progress.
	Teachers continually monitor, assess, and reinforce direct instruction to improve student performance.	Teachers rely on passive instruction, which diminishes opportunities for student-teacher interaction and requires students to "teach themselves."
	Assessment results are used to review program delivery methods and to improve instruction.	Assessment results are used to comply with reporting requirements.

	Effective Practices	Common Practices
	Evaluative performance criteria are aligned with behaviors necessary for success outside of the institution. For example, reading-related criteria are comprehension based and require interpretation of meaningful text (e.g., newspapers, job application forms, directions on over-the-counter drugs).	Evaluative performance criteria are based on measurements associated with norm-referenced tests such as grade-equivalent scores, which are subject to misinterpretation and misuse as indicators of performance.
	Progress is mutually defined by students, teachers, and institutional staff and includes incremental goals.	Progress is defined by the institution and staff as successful completion of the GED.
Instructional Focus and Methods		
Curriculum	Curriculum is driven by the varied and changing needs of students. Programs focus on competence first, followed by credentialing.	Curriculum is driven by objectives necessary to achieve institutional goals and may result in instruction that does not match student needs.
	Curricula include training in advanced skills such as comprehension and problem solving in contexts applicable to life outside the institution.	Curricular focus is on the mastery of isolated basic skills.
Teaching Methods	A variety of instructional methods engage the academic interest of students who have experienced repeated school failure. Opportunities for whole-group instruction, peer interaction, or cooperative problem solving activities are provided.	Students work independently on individualized packets of materials.
	Mathematics instruction emphasizes problem solving and the relevance of math to problems that occur in adult life.	Mathematics instruction consists of drill and practice to master basic math skills.
	Reading instruction focuses on comprehension of meaningful text, and integrates reading, writing, listening, speaking, and thinking.	Reading instruction is a sequenced approach to skill development that proceeds from sounds and letters to words and sentences taught within a controlled context.

	Effective Practices	**Common Practices**
	The teaching approach incorporates both teacher- and student-directed instruction.	The instructional mode is exclusively teacher directed, or dictated by an individual prescription developed by someone other than the student.
	"Metacognition" -- the knowledge of one's strength and weakness as a reader or thinker -- is integrated throughout classroom instruction as well as in the social activities of institutional life.	Instruction stresses basic skill development through isolated workbook exercises rather than within a meaningful context of literacy and language.
Positive Classroom Environment	Classrooms reflect multicultural backgrounds and interests of students and are rich in print and pictures.	Classrooms are stark and lack motivational posters and print that reflect multicultural backgrounds and interests.
	Teacher-student interaction is characterized by mutual respect.	Teacher-student interaction reflects a superior-to-subordinate status.
Time-on-Task	Instructional time is viewed as a valuable resource that must be used wisely. Students are actively engaged in learning.	Instructional time is "successfully completed" if students either remain on task or do not cause a disturbance.
	Interruptions consist only of those essential for safety or security reasons	Interruptions occur frequently and disrupt classroom instruction.
High Expectations	Staff have high expectations for student achievement and communicate these expectations to all students.	Staff believe that most students are too educationally disadvantaged to make significant educational progress during confinement.
Instructional Materials	A variety of materials such as newspapers, magazines, popular paperbacks, simplified classics, vocational/trade materials and computer software are used with students of all ability levels.	Materials are outdated and of low interest (e.g., controlled readers or worksheets that drill isolated skills). The myth that basic skill instruction must precede advanced instruction is well entrenched. Students have no opportunities for the development of advanced skills.
	Where computers are available, software is coordinated with instructional objectives and provides ample opportunities for writing, comprehension, and solving problems.	Where computers are available, computer technology is outdated and software is used only for drill and practice.

	Effective Practices	Common Practices
Transitional Services		
Support Services	A variety of noneducation services are provided as support for education programs, including job readiness and placement, life skills training, alcohol and drug abuse counseling, health education, training for parenthood, computer literacy, and driver's education.	Any ancillary services are limited to those required by law, such as alcohol or drug abuse counseling.
	External resources such as speakers, tutors, vocational trainers, and job training and placement programs are tapped to contribute to both basic education and Chapter 1 N or D programs.	Program and facility administrators see security and geographic isolation as constraints preventing substantive community and regional involvement in the education program.
		Funds for support services are a low priority.
	Special funds are earmarked for support services and may be used to increase funding for Chapter 1 N or D.	Libraries contain limited dated collections, and materials do not reflect a variety of interests or the multicultural backgrounds of the student population.
	Comprehensive libraries contain a wide variety of materials reflecting the multicultural background of students.	
	Interlibrary loan programs supplement in-house collections.	Libraries depend solely on inhouse collections for reading and reference materials.
	Facilities cooperate with community schools through the exchange of records, and credits earned are transferable to community schools.	Little or no communication or exchange of information with community schools occurs.

APPENDIX B

Case Study Narratives

FACILITY NO. 1

Summary of Effective Practices

- Academic and vocational education receives high priority in the model of rehabilitation.
- A variety of programs are provided to meet the needs of functionally illiterate, pre-GED, GED, and high school students. Vocational interests are an integral part of the education program.
- Facility administrators encourage teachers to try new strategies, curricula, and materials. Teachers have considerable flexibility in determining the content of instruction. Instruction is student centered and goal oriented.
- Security measures are unobtrusive in the educational unit and do not impede educational objectives despite the facility's designation as maximum security.
- Scheduling of Chapter 1 N or D and regular classes is coordinated. Formal mechanisms of coordination include the diagnostic assessment by Chapter 1 N or D staff, sharing of Chapter 1 N or D developed instructional plans with other teachers, and the inclusion of Chapter 1 N or D teachers in weekly staff meetings.
- Continuous feedback and reinforcement are key features of student-teacher interaction. Positive student achievements are recognized by certificates of achievement.
- Life skills education as preparation for a successful transition to the community is an important part of the overall curriculum.

Introduction

This facility is an adult, all-male, maximum security facility located in a community of 40,000. The facility draws employees from a 40-mile radius. A local community college serves as an important resource to the facility. Built in the 1890s with thick limestone walls, the facility has a large rotunda that serves as the central control point of the facility. Cell blocks radiate from the rotunda. Residents are housed in one- or four-person cells. The facility is under federal court order to decrease its population and has made rapid progress toward the goals set by the court. During the past year, the population has been reduced from approximately 1,800 to 1,100. Reductions are to continue until the goal of 950 is reached by July 1991. Four-person cells will be reduced over the coming year to three-person cells. Inmates are assigned to living units on the basis of behavioral characteristics and psychological profiles. Single-cell units are reserved for inmates with deviant behavior problems.

Discipline within the facility is administered according to the seriousness of the infraction. Four classes of violations are detailed. The least serious involves a loss of television, radio, library (except the law library), and movie privileges; the next level may include loss of these privileges plus a fine; and the most serious violations result in segregation from other inmates and may include a fine. All fines are kept in an account earmarked for resident activities.

The facility's security provisions include locked gates, barbed wire fences on top of walls, metal detectors, barred windows and doors, and guards with walkie-talkies. Access is controlled, as is movement within the facility. The population in the facility is about two-thirds nonminority and one-third minority, but the proportion of minority students in the educational day program is greater than the proportion of nonminority students. Staff and resident interaction appears outwardly formal, but the tone is more informal.

General Education Program

Education is top priority at this facility. All staff are aware that the institution supports education as part of its mission and goals. The facility administration and staff believe in a rehabilitation model of corrections in which academic and vocational education, mental health, and substance abuse treatment form the basis of the model. These four areas are included in individual program agreements; completion of goals in the agreement must precede parole.

The education program consists of day and evening programs, both of which are contracted to the community college. Because the teachers and administrators are employees of the community college rather than the Department of Corrections, the teachers do not have to wear uniforms and thus are perceived as teachers rather than representatives of the institution.

The education program is headed by a superintendent; the staff includes a Chapter 1 coordinator and two curriculum specialists/instructors. Teachers participate in decisions about curriculum and materials, and individual teachers are allowed considerable flexibility. The day program speaks with one voice--the superintendent's--outside the educational unit. The state has increased support of the compensatory education and regular program as federal Chapter 1 N or D funds have either decreased or remained the same. With these increased funds, the education program may serve men over the age of 21 who do not have a high school diploma or GED and who have severe educational or learning deficiencies. The administration has also begun a new program of literacy enhancement for men who may have received a high school diploma but remain functionally illiterate. Increased funding at the state level, the involvement of the community college in the educational program, and the facility's proximity to an urban area have allowed this facility to avoid some of the common correctional problems associated with geographical remoteness and insufficient funding.

The day program, which is designed for students who have not attained a high school diploma or GED, consists of three units: (1) the basic education program (BEP), which serves students who have not attained the educational level needed to prepare for the GED; (2) pre-GED and GED programs, which helps students who have improved their basic skills to the level at which preparation and practice for the GED is the appropriate placement; and (3) the support education program (SEP), which is the name assigned to the Chapter 1 N or D program. The goal of the educational day program is for every student to complete the GED. Upon attaining the GED the student becomes eligible for the Manpower program, the facility's vocational education program. The Manpower program is also a contract program provided by an area vocational school. The Education Advisory Committee, which meets quarterly, supervises the entire education program and performs program reviews. Representatives on this committee include the president of the community college, the deans of finance and continuing education, the facility director, and the deputy directors of program management and budget.

The basic education program operates on a six-period day beginning at 7:30 am and finishing at 3:00 pm. Each period lasts 1 hour. The pre-GED/GED program consists of a seven-period day. Each period lasts 50 minutes. The extra period is designed for computer-assisted-instruction in the computer laboratory. The education building is open and bright, and the classrooms, equipment, and materials are in excellent condition. A well-equipped computer laboratory and computers in the Chapter 1 N or D classrooms illustrate the importance of education in this facility. Age-appropriate and high-interest materials are available in all observed classes, and the staff are quick to mention their freedom to purchase and use materials to meet student needs.

Student Assessment

An inmate who completes his program agreement becomes eligible for reconsideration of his security classification and may be eligible for a parole hearing. When the security classification is changed to medium or minimum, the inmate is moved to another facility with new programs such as work release. For inmates who return to this facility because of parole violations or new offenses, the Initial Classification Committee develops a new program agreement. This committee determines the living arrangements.

For example, if the student scores at a 7.5 reading level, (i.e., midway through seventh grade) he is placed in the GED program. Upon entry into the educational day program, the SEP/Chapter 1 N or D program provides diagnostic testing that is shared with all teachers of the student. In addition, individual teachers do informal assessments to assist in the selection of materials and instructional strategies for each student.

Students in the education program undergo continuous assessment and evaluation. In an unconventional (and perhaps inappropriate) use of norm-referenced tests as progress-monitoring instruments, the Stanford Achievement Tests are given once a month to measure achievement; the pre-GED test is administered every 2 weeks, with the GED test administered on alternate weeks. Movement from the BEP to the pre-GED/GED program is based strictly on the Stanford test scores.

The reduction in the inmate population at the facility during the past year has presented additional scheduling problems, as inmates here moved into and out of the facility frequently. Security concerns associated with the movement of residents confound the facility's task of delivering effective educational services. The education program continues to be effective because of the use of individualized student plans and appropriate materials. The staff also use flexible grouping practices to adjust to short and erratic lengths of stay in the program.

Recruitment of students continues to be difficult because no special incentives such as extra pay are available for attendance and completion of the education program. However, the importance the parole board and reclassification committees attach to completion of the education program is a built-in asset for recruitment. This holds true for the Alcohol and Drug Abuse Primary Treatment (ADAPT) program, offered on a 45-day cycle as well.

Security provisions at this maximum security facility are quite unobtrusive in the education unit. A guard is present in the unit at all times, and all doors in the classrooms remain open when teachers are present. Many of the classrooms have at least one half-wall of glass. A buzzer in each room can be used to call additional security; when the buzzer is pressed, a facility response team appears within seconds and in force. Attendance is taken hourly. The day program tries to emulate a work-day setting and although there are frequent interruptions for appointments and transfers, teachers and students seem to have become virtually oblivious to the interruptions. The education program also makes a conscious effort to stress positive achievements as evidenced by certificates of achievement written by teachers, awarded by the superintendent, shared with the student's residential cell block unit team leader, and filed in the residents folder for review by the parole board. All teachers are aware of the importance of building self-esteem. Students help plan their instruction and set personal learning goals. Within the instructional setting, student opinions are solicited and encouraged, and students are treated with courtesy and respect.

Administrative Leadership

In adapting the instructional program to changing conditions and individual needs, all 23 faculty members indicate that they are pleased with the importance the facility attaches to the education program. In addition, the education program administrator has sought recognition for the education program and the efforts of the staff. This administrator constantly seeks new ways to be more effective, and encourages staff to try new teaching strategies, curricula, and materials. He also tries to plan for change and for new initiatives based on continuing research and actual practice. The SEA has also provided support, recognition, and encouragement to the education program in this facility. Staff are aware that the education program is often cited as an example of effective teaching within a difficult setting and with hard-to-reach students.

Chapter 1 N or D

The Chapter 1 N or D program is designed to offer individualized instruction in basic reading and mathematics to students under the age of 21 who have not attained a high school diploma or GED. The Chapter 1 N or D staff consists of two teachers and a coordinator who develop complete instructional plans for all students served in Chapter 1 N or D. The program is a combination mathematics/reading program based primarily on individualized materials designed for mastery of basic skills. The Chapter 1 N or D program follows the BEP schedule but serves students from both BEP and pre-GED/GED. Students are removed from BEP or pre-GED/GED for a one-period pullout.

The teacher selects materials according to individual student needs and interests and then functions as an active monitor and tutor. Individual plans are written for each student and discussed with the student and with other teachers who interact with the student during the day program. Continuous feedback and reinforcement are key features of student-teacher interaction, and the time spent in Chapter 1 N or D is carefully planned and used for active learning. Because Chapter 1 N or D works to remediate, instruction is geared to specific skills and mastery learning. Reteaching is a common practice in Chapter 1 N or D classrooms and a variety of media are used to help students attain a specified level of mastery.

Formal mechanisms to assure coordination of the Chapter 1 N or D unit with the other units in the day program include a diagnostic assessment by Chapter 1 N or D staff for eligible students, the development of instructional plans to be shared with other teachers, and the inclusion of Chapter 1 N or D staff in weekly staff meetings of the BEP and pre-GED/GED units. Schedules are coordinated so that students receive extended or focused instruction in their areas of weakness.

Informal procedures within the facility also contribute to ongoing coordination. For reasons of security, staff must take their breaks in the staff lounge and they share information on behavior patterns and barriers to learning daily during these breaks. Chapter 1 N or D staff report that they do make an effort to support the regular program's instructional plans in their teaching and planning.

Instructional Methods

The primary focus of the curriculum for all educational programs in this facility is expressed in the statement of philosophy developed by the facility's education staff and the community college: "We believe that an academic education is an integral part of the treatment and rehabilitation process of residents. . . [and] will prepare student-residents for a meaningful and productive place in our society." Within this general goal, each educational unit has more specific objectives. The BEP, which serves students whose achievement level is below fifth grade, is designed to be a stepping-stone to the pre-GED/GED unit. The instruction includes cognitive and

affective content designed to improve both academic and social skills. The pre-GED/GED unit prepares those students whose abilities range from fifth-grade upward to attain the GED; the curriculum includes reading, math, language arts, science, social studies, and life skills.

Teachers in all units of the education program have great flexibility to determine the content of instruction as long as that instruction accomplishes the specific objectives of the unit. The education program staff are also committed to improving the curriculum. Life skills was added to the course of study approximately 15 months ago. A new program called "literacy enhancement" has been added for those residents holding high school diplomas, but who are functionally illiterate as determined by their intake assessment. Life skills is now a required course in the education program. The life skills teacher is experienced in counseling as well as teaching. The teacher commented that after the first cycle of the course had been completed, changes were made to reflect both teacher and student interests. One addition made to the life skills course was a unit on human sexuality. Many of the inmates are fathers, but they lack skills needed to be successful partners and parents. They lack information on biological functions as well. Because this population is at high risk for sexually transmitted diseases, this teacher's professional knowledge and strengths have enhanced the life skills curriculum greatly.

The education program in this facility uses a variety of instructional strategies designed to instruct and motivate students. While Chapter 1 N or D focuses on mastery of basic skills, the BEP included many observable strategies designed to encourage and bolster advanced skills such as problem solving, comprehension, and critical thinking.

The classes in the BEP provide a double dose of reading and mathematics and use strategies different from those used in the Chapter 1 N or D classes. More direct instruction takes place within the whole group, and classes are often subgrouped according to individual skills and interests. Because classes tend to be larger in the BEP unit, peer tutoring is a viable strategy. Cooperative learning groups and peer support were observed in several instances. Direct instruction by BEP teachers included such strategies as previewing, modeling, demonstration, and guided practice. One teacher also used every pupil response (a strategy for obtaining immediate feedback from each student to monitor student understanding) as an assessment and teaching strategy for comprehension and critical thinking. All teachers in all education units treated students with respect and worked to build the students' self-esteem.

The facility keeps detailed records on materials used and their appropriateness to age and achievement levels. At no time were the strategies, techniques, or materials observed to be inappropriate to age, function, or setting. In fact, students were highly involved in learning and appeared excited, interested, and motivated to achieve. Students were observed in activities that involved both competition and cooperation, and in both instances students were actively involved and exhibited interest and enthusiasm.

The only area in which further work was perceived to be needed is the facility's ability to respond to students with limited English proficiency (LEP). English-as-a-Second Language (ESL) and bilingual services are unavailable in the facility, and in-service opportunities have not been provided to staff who must teach LEP students. Thus until the teacher can work individually with the LEP student, the student is required to absorb as much as possible from the instruction provided to other members of the class. Some students tried hard to learn and clarify understanding during whole-group activities, while others did not.

The facility is extremely well equipped, and teachers said that they can get almost any materials they request. Both regular program and Chapter 1 N or D program administrators keep detailed lists of available materials and equipment.

Instructional Staff

In discussions with staff regarding perceptions of the effectiveness of the education program, three prominent characteristics emerged: the commitment of the administration, the availability of materials and equipment, and the compassion and cohesiveness of the staff. The priority that the educational and facility administrators attach to education is communicated to staff and inmates and contributes to success. Although this facility has not fully implemented the TIE (training, industry, education) concept, progress with the support of staff and inmates is being made toward that goal.

Staff described how they helped one another find effective teaching strategies for individual students, and how they shared information about behavioral characteristics that affect learning. The availability of time to meet weekly as a staff was also seen as an important element in the success of the program; and all staff knew that their primary goal in the education program was to help the students achieve a GED and become eligible for further training, employment, or education.

The staff generally expressed positive feelings about working at this facility and about their co-workers. Many praised the physical environment of the education program and their access to equipment and high-quality materials. Pay for a 12-month contract is comparable to what public school teachers earn on a 9-month contract, but staff in this facility also pointed out that there are no extra duties. When new teachers enter the program, they know what their teaching duties are and are given time to meet, plan, and work with other faculty.

Several staff members believe that their position as employees of the community college rather than the Department of Corrections makes recruitment and retention of teachers much easier. Several also mentioned that the administrator's support of the education program, demonstrated in their employment interviews, assists in personnel retention and recruitment. Several staff mentioned that security had to be an overriding concern in their jobs, but they also pointed out that there are no discipline problems in this facility. They are free to teach and use their professional expertise to help students learn. The Chapter 1 N or D staff also mentioned that they are encouraged to attend regional and national conferences each year to update their knowledge.

The dominant characteristic of the staff interviewed in this facility was their focus on the students. Instruction was student-centered and goal-oriented. Even though the staff was assigned subjects to teach, the instruction was designed to meet students' needs and to prepare students for further learning. Within the total program, it seemed evident that the teachers viewed themselves as teachers of reading and basic skills no matter what subject they were responsible for teaching. This commitment to meeting students' needs seems to be the key factor in the success of this program.

Administrators cited no difficulties in recruiting staff. They have lost four staff members over the past year to new correctional education programs at other facilities within the state, but have replaced them with equally competent staff. Administrators pointed out that although the state requires certification as a teacher, no special certification for education staff in corrections programs is required. Because they have a larger pool of applicants from which to choose, administrators feel that they can recruit those staff who are student centered.

Transitional Services

There are no formal transitional services in the education program at this facility. A parole and probation unit provides service to eligible inmates, but contact between this unit and the education program is limited.

Life skills education is provided as part of the regular curriculum to prepare inmates for transition to the community. Inmates are required to take the life skills class in the education program at some point during their incarceration. The life skills class uses a program called "Just Around the Corner" which consists of 45 videotapes that introduce concepts such as "getting along on the job." Print materials that reinforce topics such as how to establish good work habits, how to handle losing a job, and how to build good work and home relationships are also used. The instructor seeks to help students make connections among opinions, feelings, and actions so that they are better equipped for success in a work and social environment. In the life skills class, success is gauged by the inmates' abilities to express their own and accept others' opinions. The education administrators and staff prefer to schedule this class at the end of the inmate's time in the facility, but because of the constant and unpredictable movement of inmates among correctional institutions, this scheduling objective has not been achieved.

FACILITY NO. 2

Summary of Effective Practices

- The education program offers an accredited high school program and is fully integrated with all other facility programs (e.g., teachers serve as dormitory treatment team members).
- Parents are included in both the assessment procedures and the appropriate placement of students.
- Chapter 1 N or D and regular program teachers jointly develop a plan for each student's achievement of learning objectives. Written records of weekly student progress are shared by all teachers.
- Student progress is monitored in a variety of ways: through formal and informal testing, charting individual progress, teacher conferences, student-teacher conferences, and motivational letters to students.
- Acceptable behavior and academic achievement in Chapter 1 N or D are reinforced by posting awards and motivational messages, and by designating a Student of the Week.
- The administrative philosophy and practice of allowing the education staff to administer and conduct the education program promotes effective programs and student performance.
- A variety of in-class methods are used, including interactive/individualized instruction, variable grouping of students based on interests or need, and use of technology such as computer-assisted instruction and audiovisual equipment.
- Life skills education is an integral part of both the regular education and Chapter 1 N or D programs.

Introduction

This facility is an all-male, maximum security facility serving juvenile offenders, ages 16 to 21. The population of this facility is 230, exceeding its capacity of 190. The racial/ethnic composition of the population is 51 percent black, 46 percent white, and 3 percent Hispanic. The average length of stay is 9 months; inmates who have been convicted of murder or aggravated murder, however, are confined until the age of 21. Operating on a budget of approximately $6.1 million, the facility employs 186 staff members.

Inmates are housed in eight dormitories in accordance with the type and severity of their offenses. One dorm is designated for drug abusers, another for sex offenders, and a third for inmates nearing release. This facility also has a gymnasium, administrative offices, an education program facility, a multipurpose room, a dining hall, and recreational playing fields and grounds.

With the exception of the entrance to the lobby and administrative offices, the entire facility is surrounded by a 10-foot fence. Entrance to the administrative area is controlled by locked doors. All interior doors leading to dorms, the education facility, and multipurpose room are locked. All staff carry keys to interior doors. Students are escorted to the education facility by group life workers in the morning, at noon, and after classes.

The physical layout of the educational facility resembles a pentagon with each side housing regular classes, vocational education classes, and education administration offices. The core of the pentagon includes interior classrooms with doors that remain locked on the outside during classes, prohibiting entry by students from the hallway but allowing exit from within.

General Education Program

The importance of education in this facility is reflected in the written philosophy of education, which:

- Recognizes individuality and the needs of students as well as the nature and expectations of society;
- Accepts all students as educable or trainable;
- Focuses on successes rather than failures;
- Fosters the development of youth through the conscious demonstration of socially acceptable behaviors and attitudes by education staff; and
- Views education as contributing to the social, emotional, and intellectual growth of students.

Offering a fully accredited high school program, this facility provides opportunities for students to meet their educational needs through academic and vocational programs leading to entrance-level skills in trades, job placement, or further education. Because meeting individual needs is a guiding principle, individualized instruction is emphasized. Activities planned at appropriate instructional levels to ensure high success rates provide the educational challenge and motivation for student learning.

The academic-based program attempts to remedy deficiencies and to meet state credit requirements so that students can complete high school upon release. The vocational program seeks to provide training in accordance with entry-level skills in current trade techniques, occupational requirements, and potential employment opportunities in the community. In addition to its academic and vocational programs, the facility offers a variety of enrichment activities ranging from a job readiness program to creative writing and reporting.

An important element in the overall role of education at this facility is the integration of the education program with all other facets of the institution. Teachers serve as members of dormitory treatment teams to help students develop personal goals. In their roles as counselors and resource persons, teachers participate in a rehabilitative process that emphasizes the development of the students' ability to think, to accept responsibility, and to choose socially acceptable alternatives to delinquent behavior in solving personal, social, and economic problems.

The day-to-day operations of the education program are the responsibility of the principal. Responsibility for academic and vocational programs is delegated to an assistant principal and a vocational supervisor, respectively. The regular education program, the Chapter 1 N or D program, and the program for handicapped persons are under the direct supervision of the assistant principal.

The education program employs 21 teachers, all of whom teach six 1-hour periods per day. On average, there are 10 students per class in regular classes. Chapter 1 N or D classes average seven students per class while handicapped and learning disabled classes average six students per class.

The vocational education program includes welding, building maintenance, auto mechanics, and auto body repair. Each is taught by a single instructor twice a day. The average class size for these technical courses is eight students.

Student Assessment

As a result of the findings of a blue-ribbon task force on education, a new curriculum was recently developed by the SAA in cooperation with the State Department of Education. It is designed to provide a framework for addressing the diverse needs of all youth remanded to the custody of state institutions.

Upon commitment to this facility and prior to enrollment in one of three levels of study, each student undergoes an extensive diagnostic assessment. The Level I curriculum is designed to serve youth who demonstrate substantial deficits in reading, language arts, and mathematics on norm-referenced testing and have patterns of poor attendance, low motivation, and few or no credits toward high school graduation. Level I students are placed in Chapter 1 N or D. The curriculum focus at this level is on development of basic and life skills, with mastery set at the 100 percent level. The Level II curriculum is designed for those youth not on grade-level on norm-referenced testing who perform at the 7th- or 8th-grade level and who demonstrate little likelihood of continuing their formal education upon leaving the institution. The curriculum focus at this level is on the development of skills to pass the GED examination supplemented by life skills. This curriculum is content driven and mastery of content is required. The Level III curriculum is designed for students who are on track academically, demonstrate average to above-average abilities on norm-referenced tests, and have sufficient credits toward graduation in the appropriate sequence. The Level III curriculum is objective driven and focuses on the continued attainment of credits for high school graduation. Objectives must be mastered in sequential order based on a series of lesson assignments.

Diagnostic assessment includes administration of the Adult Basic Learning Examination (ABLE) in reading, math, language arts, and a standardized achievement test. Students found to be three or more grade levels below their expected age-equivalent performance are referred to the school psychologist for a basic assessment. This process estimates the student's IQ and assesses the need for special education programs (e.g., learning disabled or developmentally handicapped). Should this assessment indicate a handicap, the student is given the Woodcock Reading Mastery Test, the Key Math tests, and a vocational assessment test. For all students, test results and public school transcripts are reviewed by the Educational Placement

Committee consisting of a counselor, school administrator, Chapter 1 N or D and regular program teachers, a social worker, and a vocational evaluator.

One aspect of this review and placement process which promotes its effectiveness in appropriate placement is the inclusion of both the student and his parents. Parents are required to be informed of both assessment procedures and placement. Assessment and Consent to Place forms are mailed to parents with a letter apprising them of their right to be present at the placement meeting. Parents alone have the right to reject recommended placement or disagree with the facts and findings. The student is subsequently placed in basic education classes. When parents refuse placement, the school reserves the right to override the decision in accordance with the committee's recommendation. Only one in six parents actually attend placement meetings.

Administrative Leadership

According to findings of the blue-ribbon task force on education, the SAA had not provided "adequate, consistent, or appropriate leadership for its educational programs." Noting that education programs such as the one at this facility had received inadequate general funding, methods used to assess youths' educational needs were inadequate, appropriate programs were not available, educational needs of most youth were not met, the facility's equipment and materials were inadequate, and there was heavy reliance on institution-based educational programming, the task force made the following recommendations:

- The director of the Department of Youth Services (DYS) should play a strong and active role in providing leadership for educational change.
- The director should appoint a permanent, nonpartisan education advisory committee made up of education professionals, juvenile court officials, business leaders, and other influential leaders.
- A clear statement of the department's education mission should be developed, with clear goals and objectives, and formal methods and procedures for evaluating education programs and staff.
- The department should aggressively seek additional state, federal, and local funds for its education programs.
- A centralized assessment facility should be established for all incoming youth.

- An effective student progress monitoring process should be established.
- Department institutions should move toward a wider range of alternative programs.
- More attention should be given to increased community-based educational programs.
- Emphasis should be placed on the development of strong private sector support for and participation in DYS educational efforts.
- Present facilities, equipment, and materials should be reviewed in light of all recommendations and, where indicated, funding requests should be submitted to the state general assembly.

Many of these recommendations are being implemented. Chapter 1 N or D teachers note the effectiveness of school administrators in recruiting good teachers and in providing adequate resources for the job. The prevailing philosophy appears to be hands-off. Administrators hire professional educators and then allow them to exercise their professional expertise. There is little administrative interference in the day-to-day conduct of classes. Teachers also applaud their freedom and flexibility to develop appropriate Chapter 1 N or D reading and math programs. Within the regular education program, teachers commend school administrators for their willingness to listen to problems and offer ideas for solutions.

Leadership at the state level consists simply of approval of applications and some monitoring. Staff report that the SAA perceives that Chapter 1 N or D as well as other federally funded programs are adequate to meet the needs of students, and that materials, equipment, and supplies are more up-to-date than those used in regular classrooms. Consequently, aside from a regular review required for continued federal funding and approval of the expenditure of federal monies for equipment and supplies, cursory consideration is given to state support of Chapter 1 N or D in terms of other areas of technical assistance. Reportedly, SAA staff are more visible at the facility level since the blue-ribbon report.

A recent state directive stipulating that special education students are eligible for enrollment in both special education and Chapter 1 N or D may have a negative impact on the Chapter 1 N or D program. According to facility administrators, unless state aid to implement the change is forthcoming, problems with manpower, teacher strategies, and overcrowding in Chapter 1 N or D classes will occur.

If crowded classrooms and the paucity of equipment, such as computers, for regular math classes are any guide, the regular education program apparently does not have the material resources of Chapter 1 and other federal programs. Vocational education classes are also hard-pressed to obtain up-to-date equipment for teaching current technologies.

Geographical remoteness of the facility limits parental and community participation in school programs, but administrators and teachers have capitalized on the volunteer efforts of nearby college students. For the past 5 years these college students have tutored students 2 days a week. In addition, administrators have actively sought to include local community representatives on the facility's vocational program advisory committees, in order to develop and foster relationships with the private sector to increase job opportunities for youth upon release.

Chapter 1

The Chapter 1 N or D program at this facility is one of the U.S. Department of Education's Secretary's Recognition projects cited for outstanding progress toward excellence in compensatory education. The goal of the Chapter 1 N or D program is to reinforce socially acceptable behavior and build self-esteem through improved reading and math skills. A specific objective is to increase average student achievement gains by seven or more normal curve equivalent scores (NCEs) measured by pretest and posttest reading scores on a standardized achievement test over approximately a 1-year period.

The Chapter 1 N or D reading and math programs provide instruction in basic skills to students whose reading or math achievement -- or both -- ranges from the fifth to the ninth grade. Students spend 60 minutes per day, 4 days per week in Chapter 1 N or D reading classes. The fifth day is spent in the computer lab. Most students in Chapter 1 N or D have earned only 4 of the 20 credits required for graduation. Students are not enrolled in Chapter 1 N or D classes for a full academic year and are provided the opportunity to test out of the program. Testing out of the program is a goal for Chapter 1 N or D students.

Key elements of the Chapter 1 N or D program that contribute to the achievement of these goals and objectives are coordinated assessment and instruction, effective monitoring, and student motivation. To ensure coordination of Chapter 1 N or D with the basic education program, the Educational Placement Committee reviews test scores and information from psychological evaluations. The instructional goals of the Chapter 1 N or D program are designed to complement those of the basic education curriculum by providing supplementary instruction in reading comprehension, vocabulary, and mathematics. Chapter 1 N or D and basic education teachers develop a plan for the achievement of each student's learning objectives. The Chapter 1 N or D reading teacher and the English teacher, in particular, plan and coordinate content and skill instruction weekly. Each teacher completes a Learning Objective Form and a Student Needs and Progress Form which serve as written records of weekly student progress. A long-standing working relationship between the Chapter 1 N or D reading teacher and the English teacher greatly enhances the effectiveness of the Chapter 1 N or D reading program.

Student progress in Chapter 1 N or D is monitored through formal and informal testing, charting of individual progress, teacher conferences, student-teacher conferences, and motivational letters to students. Pretest results from the standardized test are used to develop a diagnostic profile of each student and to chart diagnostic objectives. From this profile, teachers plan daily objective sheets; informal tests are used to assess mastery of skills. As skills are mastered, teachers evaluate progress and establish new objectives. To provide students a measure of understanding of their progress toward each objective, teachers also grade and comment on students' work soon after its completion.

Teachers provide regular feedback through testing and grading and positive reinforcement of acceptable behavior. Throughout the Chapter 1 N or D reading classroom, certificates for achievement and perfect attendance are posted. In addition, the Chapter 1 N or D reading teacher designates a Student of the Week, whose name is posted on a special board next to a computer graphic of a graduate in cap and gown with diploma in hand.

Chapter 1 N or D classrooms also display posters with messages such as "Reading is the Key to Escape," "We Feed Bookworms Here," "HOPE = Hooked on Pride and Excellence," and "Fall Into Computer Habits." There are also posters of U.S. astronauts and of a star athlete dressed for the roles of athlete, scholar, and businessman. However, no posters reflecting the racial/ethnic representation of the student body were visible.

One large classroom divided by bookcases is the setting for Chapter 1 N or D reading and math instruction. Activities in one area are visible and audible in the other. Both areas are equipped with large tables and a few single desks. The computer center is adjacent to the entry on the math side. The Chapter 1 N or D reading classroom setting is based on a "learning station" approach. Each area or station is designed to focus on vocabulary development and comprehension, but materials and equipment at the stations vary with student needs and the learning stage. An in-class media center provides opportunities for students to learn how to use equipment properly. A reading corner provides a place to apply reading skills in sustained silent reading.

Instructional Methods

The curriculum at this facility dictates the instructional focus for both regular and Chapter 1 N or D students. The focus in the regular program is on attainment of either the GED or credits toward a diploma. Chapter 1 N or D focuses on mastery of math and reading skills to help students attain either of these goals.

Instructional methods that contribute to the success of Chapter 1 N or D reading instruction include the following:

- Interactive/individualized instruction and organized learning materials;
- Variable grouping of students according to interest and/or need;
- Varied subject areas;
- Computer-assisted instruction;
- Audiovisual equipment; and
- Storytelling.

Because the students' skill levels, grade-level placements, and interests vary widely, methods and approaches are highly individualized, but the overall approach can be characterized as guided practice. Class size averages five or six students per period. Methods used are based on specific goals, objectives, and needs identified in each student's IEP. A student who needs to improve oral communication skills, for example, is placed in a group setting. Chapter 1 N or D reading and math teachers circulate around the room, providing instruction and assistance to individual students as needed. Each day the teachers check and grade students' work sheets and folders containing assignments, daily lesson plans, and a learning station schedule. Students work on vocabulary development, reading comprehension, and content-area reading. In an attempt to reduce the stigma associated with membership in a low-level reading group, teachers group students according to both need and interest.

To promote student interest, teachers use varied learning activities such as comprehension and vocabulary tournaments and poster and essay contests. Winning posters are displayed in local government buildings and public libraries, and donated paperbacks, bookmarks, and magazines are awarded as prizes.

Studies have suggested that computer-assisted instruction (CAI) may be one of the most effective approaches used in Chapter 1 N or D. In this facility it is used primarily by the reading program to reinforce and provide intensive time-on-task lessons. A computer aide works with students and keeps records of achievement. The Chapter 1 N or D reading program uses movies to develop interest, comprehension, sequencing of events, and story content. In addition, the Chapter 1 reading teacher has enlisted a local college professor as a volunteer to present semiannual reading programs, special-occasion storytelling, and, during Right-to-Read week, memorized adventure stories.

Many of the instructional methods that contribute to the success of the Chapter 1 N or D program -- including guided independent practice, variable grouping, and interactive teaching -- are also seen in the regular math and English classes. English classes use the newspaper to illustrate the everyday need for comprehension.

In general, both Chapter 1 N or D and regular program teachers adapt to constraints typical of institutional education programs (i.e., all classrooms and corridors are locked during classes, teachers carry keys at all times). The facility has equipped all classrooms with an intercom system linked to the main education office. Although reports of discipline problems, requests for medical care, and the like, are transmitted to the office by way of an intercom system, the frequent interruptions do not appear to pose a significant problem.

Crowded classes and insufficient equipment and supplies are not a major concern for the Chapter 1 program. Regular program teachers, however, must contend with crowded classrooms, poor ventilation, noise from adjoining classrooms, and limited equipment and supplies. The extent to which this poses real problems appears to be related to teachers' willingness and ability to obtain needed resources.

Instructional Staff

Of the 21 instructional staff members, all are state civil service employees who are state certified in the subjects and areas they teach. The average length of service for regular program teachers is 6 years. The Chapter 1 N or D reading teacher has taught at this facility for 5 years, the Chapter 1 N or D math teacher for 1 year. The administrators do not find it difficult to recruit qualified staff, but teacher absenteeism and retention, teacher-pupil relations, and job satisfaction do pose problems. Salaries are roughly equivalent to those of public school teachers.

Teacher characteristics that promote the effective instruction of institutionalized youth include knowledge of subject, dedication, and commitment to student learning. Characteristics such as genuine caring, as exemplified by positive interaction with students by the Chapter 1 N or D reading and regular program English teachers were particularly impressive at this facility.

Twice a year the Chapter 1 N or D staff participate in in-service conferences where they discuss, review, and write the annual project application; the role of Chapter 1 N or D coordinators, student profile trends, developing effective lesson plans, computer-assisted instruction, strategies for teaching reading comprehension, increasing student learning time, and incorporating mental mathematics in a remedial program. In addition, SAA staff observe Chapter 1 N or D classes and conduct in-service meetings with all Chapter 1 N or D staff 1 day per month. In addition, all education staff are required to complete 40 hours of in-house training annually. New teachers must complete 80 hours during their first year of service. Examples of training topics covered are criterion-referenced testing, short-term counseling, emergency procedures, crisis intervention and suicide prevention, verbal strategies in crisis, classroom disciplinary procedures, and CPR training and first aid.

Math teachers suggest that the keys to the effective instruction of math skills to institutionalized youth are their rapport with students, appropriate teaching materials, administrative support, individualized instruction, and a high level of student task activity. Reading and language arts teachers cite a positive learning environment, variety in instructional materials and methods, consistency in approach, realistic goals and expectations for both students and teachers, positive self-images of students as learners, and clear understanding of student needs, goals, and expectations.

Transitional Services

Life skills education is an integral part of both the regular education and the Chapter 1 N or D programs. Discussion of family and interpersonal relations and job search methods permeate the curriculum. As part of the transitional services, prerelease dorms have recently been introduced. Prerelease counseling covers substance abuse and employment. Mandated by the state, substance abuse prerelease counseling is provided via evening classes. Employment prerelease counseling, which is conducted in the dorm, focuses on completing job applications, interviewing, and the like.

Both the prerelease dorm program and the vocational education evaluation/assessment program provide job-readiness training, which attempts to direct youth to positions for which their vocational test indicates skill, aptitude, and interest. Transcripts are forwarded to a regional youth field counselor, who is responsible for ensuring students' transition to a community school.

FACILITY NO. 3

Summary of Effective Practices

- The education program at this facility receives strong SEA and SAA support (e.g., establishment of a statewide Chapter 1 N or D resource center, approval for an additional Chapter 1 N or D teacher, increase in financial support).
- Facility administrators support education for inmates and for facility staff (college courses are offered free of charge to residents and staff).
- Strong and active education program leadership provides guidance to teachers while allowing them flexibility in instruction.
- In addition to academic and vocational programs, the education program includes a pupil personnel service component and a career assessment component. The former gives inmates access to information, materials, and evaluations required for job or educational placement upon release. The latter service provides life-coping skills and other services and activities addressing health, finance, and family matters.
- Teachers are dedicated and caring professionals who demonstrate fairness, firmness, and consistency in approach and serve as positive role models.
- Transitional programs include work furloughs as well as standard prerelease counseling.
- Seventy percent of the inmates receive life skills training, which is considered important to the inmate's ability to function within the legal framework of society upon release.

Introduction

This facility is an adult, medium security correctional institution operated by the State Department of Corrections. Located between two major metropolitan areas, this all-male facility houses approximately 1,900 inmates incarcerated for person and property offenses. The facility's optimal capacity is about 1,400. Operating on a fiscal 1989 budget of $21 million, the facility employs 319 corrections and custodial personnel, 95 treatment (education, health care, social services) specialists, and 29 administrative or clerical support staff.

Inmates live in three tiers of cell blocks. A special cell block separate from the general population is reserved for inmates with mental health needs. Initially, inmates are randomly assigned to cells and cell blocks. Upon reclassification, they are reassigned based on job assignments, educational attainment, test scores, and previous work experience.

In addition to administrative offices, visitor facilities, cell blocks, dining halls (one each for inmates and staff), and the education facility, the physical plant includes several libraries (general, law, and career), recreational facilities, prison industry shops (e.g., auto tag shop and prison bed shop), an infirmary, and a laundry. Although movement between areas within the core of the facility is unrestricted (with the exception of "lock down" periods), access to administrative offices, the visitor area, and outside entrances is controlled by electronic gates, ultraviolet scanners, metal detectors, and locked doors. The entire facility is surrounded by a high, barbed-wire fence. Guards are highly visible throughout the facility and are stationed in hallways during periods when people are moving about, such as at mealtime. Guards are less noticeable in the education unit of the facility. Students move freely between classes, and classroom doors are unlocked during class periods. Hall and restroom passes are required for student movement during class time. Students are required to sign in and out at the teacher's desk before obtaining a pass.

An interesting physical feature of the education facility is the use of glass for all classroom walls, which permits every classroom to be viewed from every other classroom in the high school class area. GED classes and Chapter 1 N or D classes are held in another area of the facility. GED classes are held in one classroom on the basement level of the building, while Chapter 1 N or D classes are held in the career center and testing center.

General Education Program

The education program at this facility is an integral part of a statewide plan. Emanating from a Department of Corrections concept paper, the plan provides a work-oriented environment consisting of five training, industry, and education (TIE) designations for inmates in state prisons.

1. **Academic TIE**--voluntary and mandatory academic education (including Chapter 1 N or D) plus work assignments linked to clerical positions and other institutional jobs requiring academic preparation.

2. **Vocational/Apprenticeship TIE**--vocational training schools, apprenticeship, or on-the-job training programs consistent with interests and aptitudes.

3. **Industrial TIE**--preindustrial and specific vocational training prior to or concurrent with placement in a Penal Industry Job.

4. **Service TIE**--less-skilled work assignments such as food service, farming, laundry, cleanliness, and safety within the institution.

5. **Special Needs TIE**--for those whose individual needs preclude participation in a TIE above (e.g., developmentally and physically handicapped, geriatric, psychological problems).

These TIE tracks emphasize work that is linked to training and education. Because each inmate is required to work and is assigned a job, all work assignments are based on clearly defined job descriptions that are coded according to the U.S. Department of Labor's Dictionary of Occupational Titles. Each job entails requirements for training and education.

Although institutional work is primarily oriented toward service industries, the TIE concept fosters pride and purpose in work, pay incentives for performance, productivity, appropriate rewards, job involvement, work ethics, performance evaluations, establishment of career ladders, and linkages between training or education and the job.

The plan and its TIE concept have two main goals:

1. To promote a positive prison environment by creating a more controlled and safe facility through the directed activity of all inmates; and

2. To enhance the employability of inmates in the competitive work world by increasing skills and knowledge.

A fully accredited school system is the key to accomplishment of these goals both for individuals and the institution as a whole. The school system's eight branch campuses have four overall goals for their students: self-realization, social productivity, economic efficiency, and civic responsibility.

Individualization is the guiding philosophy of education. The education program includes the following goal statements:

- The student must be given the opportunity to continually assess and reassess his educational and life goals;
- The student will be given increased opportunity to exercise personal responsibility in educational decision making;
- Each student and his academic capabilities must be viewed as unique and deserving of individual attention;
- The teacher must function less as a teacher than as a learning facilitator, a resource person, and a source of constant challenge and support;
- The unique talents and skills of each student and teacher must be recognized and used to their fullest;
- Each student must be given the opportunity to experience daily success in the classroom; and
- Each student--regardless of age, previous formal education, or circumstances of life--must receive the amount and type of education that will develop his potential as a person.

Students at this facility may be enrolled in one or more academic or vocational programs. Academic programs include Adult Basic Education (ABE), General Equivalency Diploma (GED), Chapter 1 N or D, high school, and college programs. Vocational program areas include auto mechanics, building maintenance, business data processing, business office education, and a combination of welding, food service, and graphic arts. Apprenticeship training, designed to provide continuity from institution-based training to employment and training in the public sector, is offered in welding, food preparation, and business data processing. All inmates are paid to attend school.. Approximately 87 percent of participants in education programs are enrolled in academic programs. Of these, 56 percent are enrolled in the college program, 16 percent in ABE, 14 percent in high school, 8 percent in GED, and 3 percent in Chapter 1 N or D.

In addition to these academic and vocational programs, the education program at this facility includes pupil personnel services and career assessment. Pupil personnel services provide inmates with educational counseling and guidance and access to information, materials, and evaluations required for job or educational placement upon release. The career assessment program is an innovative approach to the educational and employment needs of inmates. New arrivals are administered a battery of tests to assist in the placement of inmates in both education and work. Information is shared among the various program departments (e.g., the classification committee, the education department). Through the Project Enterprise program, career assessment provides classes in life-coping skills and other services and activities related to health, family affairs, and finance. A valuable resource of the career assessment program is the career library, which has filmstrips, cassette tapes, publications, and pamphlets, as well as books. The library was established to provide inmates with information about careers, employment opportunities, and job skills.

While the career library focuses on information to enhance career orientation, the larger, facility-wide library is important to the overall education program. Containing over 23,000 volumes, this library houses a variety of reference materials for both academic and vocational programs, including 24 newspapers, 196 magazines and periodicals, microfilm and microfiche records of 182 journals, audiocassettes, current best-selling books, telephone books for selected cities, and a well-stocked noncirculation reference book section (encyclopedias, etc.). The interlibrary loan program for college students is designed to supplement available materials. The general fiction collection contains works on African-American culture and literature in Spanish as well as western fiction, science fiction, general fiction, mysteries, and easy readers.

Student Assessment

Placement in education and training classes as well as prison employment is based on an assessment process that is part of the overall TIE process. Upon entry, all inmates are briefed about TIE, duties of the job coordinator, and use and purposes of the resident employment portfolio. Within the first 10 days, all entrants are administered the TABE, the Rotter Incomplete Sentence Blank, and the Minnesota Multiphasic Personality Inventory. TABE results are used to determine grade level placement. Those under age 65 scoring below sixth grade are required to attend ABE for a minimum of 10 hours per week. Both the locator test and the TABE are administered every 11 weeks. Those scoring at the sixth-grade level and above in reading are placed in either the high school or GED curriculum and are administered the General Aptitude

Test Battery to determine vocational training needs. This test focuses on job placement criteria, such as manual dexterity. A score of 9.0 in each category of the TABE qualifies an inmate to take the GED test. All inmates under 21 and without high school diplomas, regardless of reading level, are automatically placed in the Chapter 1 N or D program.

The Unit Classification Committee determines initial placement within a TIE track (academic, vocational/apprenticeship, industrial, service, or social needs) in accordance with the program placement recommendations of the job coordinator, the needs of the institution and the individual, and the compatibility of security and inmate supervision requirements. A student's placement in a TIE track can change if the student:

- Completes a program;
- Requests a change;
- Fails to complete the prescribed program's probationary period successfully;
- Has been found guilty of a rule infraction that is either related to the TIE program or does not permit functioning in the program or program location;
- Has a change in supervision level that compromises security requirements; or
- Is removed from a program by a supervisor due to poor performance.

One important aspect of the overall continual assessment process is the education department's employment of at least one certified guidance counselor to provide both individual and group counseling. A written guidance plan provides guidance policies and procedures. This institution's commitment to the implementation of the state plan/TIE concept, with its integration of education, is reflected in such special programs as peer tutoring.

The curriculum at this institution is tied to the assessment process, which reflects the overriding goal of the education program to provide basic skills and academic or vocational training to enable inmates to acquire entry-level employment upon release. The curriculum is determined continually through administrative review and inmate surveys. A graded course of study is followed in each academic program covering three curriculum areas: language arts, math computation, and living skills.

Administrative Leadership

The administrative structure of this institution's education program, as in all institutions in this state, is based on the state's TIE concept. Within each institution the school facilitator, a position tantamount to that of principal, has day-to-day administrative responsibility for the operation of the school and its programs. Together with an assistant principal, the principal schedules classes, ensures that supplies and equipment are requisitioned, visits all education programs at least once a month, maintains student and staff records, and collects all required data regarding programs, budget, students, and staff. An institutional advisory committee consisting of at least three members (two of whom must represent public and adult education) meets annually to provide general guidance to the education program.

The education program employs 22 teachers--12 academic and 8 vocational, plus 2 teacher aides. There is one teacher for each of the following regular program high school and GED courses: reading; physical science and physics; business and bookkeeping; literature, composition, and grammar; algebra; and American history, American government, and world history. One Chapter 1 N or D teacher provides both Chapter 1 N or D math and reading instruction.

Leadership at the facility and school levels has contributed to the overall success of the regular and the Chapter 1 N or D programs. With only a few exceptions, administrators win praise for their support of teachers, methods, and programs. The positive attitude of the facility warden toward education is a tremendous asset. The warden at this facility supports education for inmates and for facility staff. This attitude has greatly enhanced the ability of the regional administrator and facility level administrators to focus on education and promote innovation. The state budget for Chapter 1 N or D includes funds for remodeling and site improvement and for supplies and instructional equipment for Chapter 1 N or D alone.

The state has continually increased its financial support and carefully audited the education program. Since the facility is 30 miles from two major metropolitan areas, it is able to draw upon valuable external resources. Most of the staff are recruited from state and private colleges and universities, and staff retention is not a problem. Some staff have been at this facility since the 1960s. Librarians are harder to recruit and retain because under the state wage scale librarians are paid more than teachers.

One major constraint to a more coordinated education program is the physical facility itself. Built in 1960, this facility was not constructed to accommodate education programs. Consequently, education programs are scattered throughout the physical plant. The high school classrooms are contiguous, but the GED classroom is located on a lower level and the Chapter 1 N or D classroom is several corridors away. Such separation is not conducive to teacher-staff interaction, communication, or coordination.

Chapter 1 N or D

The Chapter 1 N or D program at this facility was identified as an effective project by the U.S. Department of Education's Secretary's Recognition Program. The number "1" plaque is proudly displayed at the entrance to the education program area.

Since then, the Chapter 1 N or D program has undergone significant structural changes. In the mid-1980s, the facility's status changed from that of a reformatory to a penal institution. The facility now serves an older population. As a result, the Chapter 1 N or D program was reduced from six teachers and three aides to only one teacher providing math and reading instruction. Thus the Chapter 1 N or D program at this facility can best be described as in a state of transition. The 1990 Chapter 1 N or D program for the region will be housed at this facility. An additional teacher will be hired to meet math curriculum needs. In addition, the 1990 program will be assisted by a resource center located at the Department of Correction's Training Center. This center will operate as both a training and meeting facility as well as a distribution center for N or D Chapter 1 N or D supplies and materials.

The goal of the Chapter 1 N or D program at this facility is the improvement of basic math and reading skills. Because Chapter 1 N or D is seen as an integral part of the total education program, Chapter 1 N or D students are simultaneously enrolled in regular education programs (high school, GED, or vocational education). Although Chapter 1 N or D students do not earn high school credit hours for Chapter 1 N or D enrollment, grades are given as an indication of progress toward skill mastery. Because these students are also enrolled in regular programs, continual assessment of progress is made through the TABE.

Chapter 1 N or D math and reading instruction is provided in a small classroom located in the career counseling center of the facility. The classroom is equipped with long tables, chairs, and a computer center with three computers. Few posters or motivational signs dot the walls. A row of windows along one wall look out over the resident "yard" below.

Chapter 1 N or D instruction is concerned with the mastery of material, not merely its coverage. Consequently, for each subject area covered, specific long- and short-term objectives are identified on each student's IEP. For example, long-term objectives for the study of mathematics are as follows:

- To improve academic self-concept and feelings of control;
- To develop respect for the learning process;
- To improve reasoning ability;
- To increase understanding of the number system and mathematical processes;
- To master basic math facts (addition, subtraction, multiplication, and division); and
- To develop understanding of and skills in working with whole numbers, fractions, decimals, percents, measurements, tables and graphs, algebra, and geometry.

Chapter 1 N or D instruction, while focusing on basic math and reading skills, also attempts to improve the self-concept of students. Students are accepted at their level of ability and are encouraged to value themselves and others. Teachers take a "tough love" approach; through daily support and reassurance they require strict adherence to rules and procedures and have high expectations for level of effort, attention, and positive behavior.

Although Chapter 1 N or D classes are provided in a generally positive classroom climate, teachers impart high standards and expectations through monitoring and feedback. Appropriate program materials appear to be limited, however. Higher-order tasks are not well represented in curricular materials. Students are on-task throughout the 60-minute class period, as they independently complete papers in their individual folders. Teacher-student interaction consists of checking work upon completion, pointing out errors, and reassigning work. Instruction in math, for example, is aided by Instruction Sheets. For example, the instruction sheet entitled "Working With Percents," lists eight how-to's (to change a percent to a decimal, to change a decimal to a percent, to change a fraction to a percent, etc.)

One aspect of Chapter 1 N or D lamented by teachers and administrators alike at this facility is the lack of Chapter 1 N or D instruction for inmates over age 21 who nonetheless need this special help, particularly since the facility has been redesignated as a penitentiary. One effect of the redesignation is the influx of inmates over age 21 who have not benefited from special-needs education programs at other institutions or who were out of an educational environment for some time prior to arrival at the facility. The general feeling is that ABE does not adequately address the special educational deficiencies of this group.

Instructional Methods

Because of the wide range of skill levels in any given class and the notion that continued interest in education is best fostered by countering the previous negative school experiences of many offenders, all academic programs, including Chapter 1 N or D, emphasize individualized instruction based on student need. GED instruction is similar to that of Chapter 1 N or D instruction in that individual progress is emphasized. Students set their own pace in GED workbooks. "A" and "B" quality work is expected daily. Students correct their own work first, and then it is checked by the teacher. Daily progress is monitored by the teacher, who moves through the classroom assisting students as needed. Student folders designed to be specific to individual needs are used. Although individualized instruction and guided practice are the primary methods used, class projects such as essay contests are also incorporated in the instruction.

Instructional approaches in the GED are hampered, however, by the lack of audiovisual equipment and resources available to Chapter 1 N or D students. Moreover, this facility is experiencing a lower pass rate on the GED, perhaps because of the influx of older inmates who experienced long lapses in educational or training programs. This situation was to be somewhat ameliorated in January 1990 when videotapes broadcast by a local instructional television association were to be incorporated into the curriculum.

Regular high school courses are taught through a variety of methods, including interactive teaching, independent study, guided practice, and group work. Instructional styles and strategies can be characterized as eclectic, driven by the situation, the student, and the teacher. All materials for high school credit are commensurate with textbooks and materials used by public schools in equivalent subject areas.

Because high school students are eager to accumulate credit hours for graduation, they appear to be more interested in the subject matter in these classes than in GED or Chapter 1 N or D classes. Students in a literature class, for example, were observed readily volunteering for parts in an oral reading of Medea. The small class size of 10 enabled everyone to participate actively.

The problems and constraints imposed by redesignation of the facility seem less an issue in the high school program. Older inmates are reported to be better focused, less distracted, and more interested in developing study skills than are younger students.

Instructional Staff

Of the 22 instructional staff members, 19 are state certified in the areas they teach. All are state civil service employees. The average length of service for regular education program teachers is 10 years. The Chapter 1 N or D teacher has taught at this facility for 8 years.

Although neither recruitment nor turnover poses problems, staff absenteeism and job satisfaction are reported to be problematic. Compensation is somewhat lower at this facility than for comparable positions with public education systems. Yet in an institution where 54 percent of the inmates are minority, the employment of bilingual/bicultural persons, minorities, and women receives strong support and encouragement from the regional administrator.

Characteristics of teachers at this facility which promote the effective instruction of institutionalized students include adherence to the principle of individualization of student programs, fairness, firmness, consistency in approach, and empathy. Apart from these characteristics, professional staff qualifications are important. All ABE and GED teachers are required to be certified in their area of instruction. High school teachers adhere to certification guidelines set forth by the minimum standards of the State Board of Education. All teaching staff maintain current (not more than a year old) written goal statements for each course. In-service training on audiovisual materials and effective methods of individualization is required of all teachers. In addition to taking state-initiated and state-provided staff development training, the education staff is encouraged to initiate proposals for promoting professional growth and development.

Transitional Services

The primary goal of TIE is to help inmates make the transition to society with the ability to function better as lawful, contributing citizens. This goal is a basic aspect of this facility's focus on education as key to rehabilitation. Transitional services are an important part of the education program. Life skills mastery is an important precursor to release, and one full-time teacher is employed exclusively to give life skills training. Approximately 70 percent of the inmates at this facility currently receive such training.

In addition to incorporating life skills education in the general curriculum, this facility also provides prerelease counseling in family relations, substance abuse, employment, and parenthood. All inmates also receive general counseling and job-readiness and preemployment training. Employment opportunities are identified and students may participate in a work furlough program operated by the Department of Community Services. Work furloughs can be approved for periods of 1 to 6 weeks prior to release. Although direct school placements are not made, the education department communicates with local schools on behalf of inmates who are interested in pursuing educational opportunities upon release.

FACILITY NO. 4

Summary of Effective Practices

- Education program administrators actively seek additional resources for the education program.
- The education program (and its administration) is a separate function within the overall correctional facility.
- Chapter 1 N or D math is team-taught by a Chapter 1 N or D teacher and a regular math program teacher. Team teaching ensures coordination of Chapter 1 N or D services and regular class instruction.
- Teachers have flexibility in selecting materials. They demonstrate efficiency in their use of limited funds by selecting materials that are appropriate for a wide range of ages and ability levels.
- Teachers are dedicated, caring professionals who choose to teach in this setting; staff turnover is low.
- Community resources, such as tutors provided by the Foster Grandparents program, are used to supplement classroom interaction by reducing the student-staff ratio.
- The facility cooperates with home schools by exchanging records and aligning each student's educational program with that of his or her community school.

Introduction

This facility is a maximum security youth correctional facility located approximately 30 miles from a major metropolitan area in a rural section of the state. A high fence and secured gate surround the facility. Twelve cottages, currently housing 290 male and female juveniles, ages 12 through 19, surround the education building. The average length of stay is 8 months. Because of overcrowding, bunkbeds are used and desks have been borrowed from classrooms for dormitory use.

The facility's mission is "to provide a safe and secure environment where students committed for care are expected to change and where they are offered services and opportunities that enable them to become more successful and productive citizens." This facility's primary focus is treatment within the context of education; education is the predominant program at the facility. Every juvenile at this facility without a diploma or GED--98 percent of the population--is enrolled in the school program.

Students are assigned to cottages on the basis of the type of treatment program emphasized within each cottage. One cottage, for example, houses females who have personal or psychological problems. The program for these youth encourages the development of self responsibility; psychosocial, academic, vocational, physical, and reintegration goals are established for each cottage inmate.

At present, 2 of the 12 cottages are designated as security cottages--one for females and one for males. These students are placed here either because their behavior is disruptive or because they have just arrived and require 30 days of transition time to learn the rules and procedures of the facility. Within these self-contained cottages, students receive 3 hours of instruction each day from regular instructors assigned to the security cottages.

This facility is in transition. Several changes have taken place within the last 2 years: the population has doubled, a security fence has been constructed, a new education director has been hired, the Chapter 1 N or D math teacher (a 30-year veteran of the program) has resigned, a life skills program has been initiated and discontinued, and the instructional day has been extended from five to eight periods. Additional changes in teacher assignments are anticipated when a third security cottage is added.

General Education Program

Education is the top priority among the educational staff and administration, and every student who enters this facility without a diploma or GED is placed in the school programs. Exceptions are those students enrolled in this facility's antidrug program, who receive tutorial education but not Chapter 1 N or D assistance. Upon completion of the antidrug program (usually 12 to 16 weeks), inmates become eligible for the regular school program and may be considered for possible Chapter 1 N or D assistance.

The facility is headed by a superintendent who is responsible for the entire correctional program. The education program is headed by an education director and two teacher supervisors, one of whom is primarily responsible for Chapter 1 N or D and formerly taught Chapter 1 N or D at the facility. The importance of education becomes evident when discipline or behavioral problems arise. Students are then reassigned to secure cottages where they no longer have the privilege of attending classes in the school building but receive 3 hours of in-cottage instruction every day. Class offerings include English, math, science, social studies, vocational or industrial arts, home economics, business education, and driver education; the classes follow State Department of Education guidelines for curricular structure and credit requirements.

Students who attend the regular school program (i.e., those not assigned to security cottages) attend eight periods a day, for 47 minutes each. Lesson plans cover 1-to-2-week time periods; all assignments and tests are to be completed within this period. Incomplete worksheets are sent to the cottages as homework. Students must pass two tests at a mastery level of 90 percent or better to earn one-quarter course credit as well as points toward achieving their cottage program goals.

Classes are scheduled for teachers seven out of the eight periods per day. No visible ability grouping exists within classes. Because of its location near a major urban area, the facility has been able to benefit from the support of the paid volunteer Foster Grandparent program for the past 11 years. This highly organized community-based program pays senior citizens, most of whom are former teachers, to help teach students in the school programs. These volunteers were observed tutoring students in two of the Chapter 1 N or D classrooms. Students enjoyed the one-on-one interaction and were heard to ask for help from "Grandma."

Teachers demonstrate efficiency in their use of the low budget by selecting materials that are appropriate for a wide range of ability levels and interests. The school library maintains a large supply of paperback books, which are the backbone of all English programs at the facility. State-level funds in cooperation with IBM supported the initiation of the adult literacy laboratory. This is a good example of program resourcefulness in obtaining new materials to support the academic program.

Because of recent changes this facility is in a state of transition. For example, a new security cottage is being added to enhance the treatment program. The addition of this security cottage will require a restructuring of teacher schedules and responsibilities. The director and teacher supervisors were asked for their suggestions as to how best to use the present staff to teach in the cottages and maintain the students' education program. They developed several alternative models that could capitalize on present staff, curriculum, and other available resources. Some suggested placing one staff person full-time at each of the cottages, others suggested alternating staff each hour. At the time of the site visit, meetings were being held to review the models and determine an appropriate model for implementation.

Other than the fence circling the grounds, most security measures are unobtrusive. There are no guards in the classrooms and the school doors are unlocked. All classrooms have intercom and phone systems. Teachers take attendance hourly and pick up attendance slips after each class. Teachers use the intercom to check up on the whereabouts of absent students.

Student Assessment

New arrivals are initially placed in a reception cottage for a transition period of approximately 30 days during which they undergo an extensive diagnostic assessment and orientation. Students are tested using the Peabody Individual Achievement Test (PIAT) and the elementary level of the Metropolitan Achievement Test. To facilitate appropriate class placement and determine any special educational needs, administrators obtain students' records from the public schools. More than 90 percent of the youth are classified as having exceptional educational needs, as a result of a comprehensive individual educational assessment conducted by the public schools or an assessment completed within 90 days of enrollment in the facility's education program. This assessment includes individualized achievement tests, IQ tests, psychological tests, and other behavioral assessments.

A clinical assessment is also completed separately within the reception cottage using, for example, an assessment tool such as the Millon Adolescent Personality Inventory. Following the clinical and educational assessments, youth are assigned to cottages that provide the appropriate treatment.

Results from the assessment of educational achievement determine the student's eligibility for Chapter 1 N or D. A teacher can request a retest if student performance on the initial test appears invalid or if the student has made significant progress that might warrant alternative placement. The guidance counselor reviews the availability of classes and students are scheduled accordingly.

After 90 days, teachers must write a profile of each youth's academic and behavioral progress. A joint planning and review conference team reviews all profiles and plans individualized goals for each youth. The PIAT is used as a pre- and post-test upon entry and release.

Administrative Leadership

The education program at the facility operates independently within the overall institutional program. Changes in the clinical program, however can alter course offerings and teaching assignments. School administrators view education as the most important aspect of the youth's program. They actively seek additional resources to aid the education program, and teachers view the administrators as active supporters of the Chapter 1 N or D program. Funding problems have caused an art program, a transition program, and a life skills program to be discontinued.

SEA staff are viewed as knowledgeable about classroom instruction and are helpful in their provision of feedback to the program. Recently, through the aid of the SEA and the SAA, this facility obtained vocational education funds to purchase computers and to develop an adult literacy laboratory, which is very popular with participating students. As a result of the program's success, funds are being sought to develop an adult literacy lab at all correctional facilities within the state.

Chapter 1 N or D

Three teachers constitute the Chapter 1 N or D staff at this facility: one each in general math, reading, and the Chapter 1 N or D reading tutorial. The overall goal for Chapter 1 N or D is to "help the neediest students to catch up and to get them moving in the right direction." Students scoring below their age-expected score are assigned to the program.

The Chapter 1 N or D program primarily uses individualized materials designed for mastery of basic skills. Students are assigned to Chapter 1 N or D math or reading for one period, for which they receive one unit credit. Chapter 1 N or D reading students are also assigned to a regular English class.

The reading program emphasizes basic skills using computer-assisted instruction. Students may leave the Chapter 1 N or D program if they obtain eighth-grade reading proficiency or reach 18 years of age. The GED program is now a separate night program to allow students to participate in the vocational/industrial program. Participants in the vocational/industrial program perform work details and projects throughout the institution and on other state projects.

Coordination between Chapter 1 N or D and regular education programs is somewhat limited, but the math program design is an excellent example of such coordination. This class is team-taught by a Chapter 1 N or D teacher and a regular math instructor, who work closely on all general math issues, plan the curricular content together, and exchange ideas. The math lab is in a large instructional area that facilitates the sharing of instructional ideas, content, and materials.

Coordination among other staff and Chapter 1 N or D reading and tutorial instructors is mainly informal. Interaction occurs in the teacher's lounge, at lunch time, or through classrooms that have an open wall or an open area between them. All teachers attend formal meetings when a student has been referred for special education. At this point, individual student needs are identified and a coordinated plan developed.

Biweekly teachers' meetings offer a forum for discussion of institutional concerns. Teachers submit either positive or negative incident reports to the cottages. Each student also has a case manager who can contact all teachers involved with a student.

Instructional Methods

The education program at this facility aims to help students acquire and polish skills that will enable them to reintegrate into society as independent, productive citizens. The Chapter 1 N or D program accomplishes this goal through individualized instruction in basic reading and mathematics. The curriculum is determined by individual needs as assessed by individual achievement tests. To further define individual needs in reading, one Chapter 1 N or D instructor informally tests students using the Botel Reading Inventory and the Kottmeyer Spelling tests. The teacher uses the information gained to guide students into appropriate materials.

Class size ranges from 6 to 10 students. All groups appear to be highly manageable, and teachers usually have time to work with each student. Volunteer grandparents help facilitate one-on-one instruction, thus decreasing the student-staff ratio to 3:1. The team teaching approach in math reduces the student-staff ratio to 6:1. More than 60 percent of classroom time appears to be spent in interaction between the teacher and students, answering questions regarding assignments and dealing with individual concerns.

A variety of instructional methodologies are used, such as individual packets on updated classics (e.g., Moby Dick) and computers. Through constant teacher monitoring and feedback, students are encouraged to complete daily classroom work. Teachers in this program assign homework two to three times per week. Not all instruction is individualized--students take turns reading aloud and answering questions throughout the reading period. The facility has computers in both the Chapter 1 N or D reading class and the adult literacy lab. Computerized programs are used to develop reading skills; for example, vocabulary is developed through the use of contextual clues. Students find the computer-assisted learning of high interest, as is evident from the frequency of their questions. Students concentrate on their work for most of the class period. Teachers direct students as needed and encourage students to complete work.

During one classroom observation, Hamlet was read in a regular English class containing Chapter 1 N or D students. The teacher combined the strategies of reading aloud, classroom dialogue, and videotape to enhance student understanding. The teacher asked analytical questions that required higher-order thinking skills.

The math program, especially consumer math, was established to teach students the math skills they need to solve everyday problems. The course covers such topics as buying clothes, food and a car; earning and handling money; take-home pay and taxes; renting a home; and saving money. The course is highly individualized and students work on their own. The teacher becomes the student's "personal tutor." When the student feels knowledgeable about the material in a unit, the teacher administers a challenge test on which the student is expected to demonstrate the expected 90 percent mastery of the unit skills.

The library is stocked with current and classic paperbacks as well as encyclopedias and other reference materials. Teachers schedule time within their class periods for students to use the library. Each student is expected to complete book reports each 9-week quarter, and the grades on these reports constitute an important part of the overall grades. Newspapers have also become a major source of supplementary material used in the programs.

Instructional Staff

According to the administrators and staff at this facility, the effectiveness of the education program is rooted primarily in the positive interaction among staff and students. Administrators describe the staff as friendly, sincere, caring professionals dedicated to helping their students. They build the self-esteem of their students and respect students as individuals.

Staff turnover is almost nonexistent; the average length of stay for staff is 16 years. The teachers view one another as highly qualified and dedicated. They view this dedication as the primary factor influencing teachers' decisions to stay at the facility. Those instructors who began when this facility was first built feel responsible for the program and want to see it grow.

The facility requires staff to have regular or special education experience at an elementary level in order to be certified. As a result, the staff is able to provide appropriate instruction for students at ability levels that range from grades 1 through 8. Secondary certification is required only in vocational training to instruct students appropriately in the use of complicated equipment or tools.

Because of the year-round teaching schedule, the staff have limited time to participate in regular education or professional development activities. Some in-service training is made available to Chapter 1 N or D staff. In the 1989-90 school year, Chapter 1 N or D staff attended a workshop on the use of newspapers in education and a workshop in Apple computer programs.

The individual competency-based approach used in most of the programs also enhances program effectiveness. Reading teachers agree that small groups for instruction and the flexibility to choose appropriate materials facilitate reading instruction. Math instructors say that teacher's freedom to choose their own materials as well as the highly individualized plans and self-paced work based on student competency contribute to effectiveness.

Transitional Services

The facility cooperates with the public schools by exchanging records and by aligning the student's education program as closely as possible to their public school program. The facility follows the State Department of Education guidelines for curricular structure and credit requirements. Depending on each county system, probation or parole departments receive the released students and arrange for their reentry into school or into a group home. There is little contact between these agencies and the facility. There are no other formal transitional services at this facility.

The facility's education program does attempt to promote smoother transitions to the community through its provision of life skills education, but the effectiveness of the life skills program as a transitional service has been limited by its redesign as a separate class provided to students who are tutored in the security cottages. The life skills program uses teacher-developed materials as well as the State's Career Information Systems material on career and vocational skills.

FACILITY NO. 5

Summary of Effective Practices

- SEA and SAA administrators provide strong support and leadership to the facility through the interpretation of laws, regulations, and correctional agency policy; the administrators also provide resources for staff development. The SEA academic coordinator is actively involved in program planning and evaluation at the facility and provides support in resource development.
- Both correctional and education administrators at the facility support the education program.
- Chapter 1 N or D funds are used to pilot innovative approaches which are implemented in the regular education program (e.g., Tutor Training Program, Reading Laboratory).
- Peer tutors operate the reading lab, which serves students reading below the third-grade level.
- Chapter 1 N or D teacher aides work with Chapter 1 N or D students in regular classes and provide a mechanism for coordination between regular and Chapter 1 N or D classes.
- Education program activities including Chapter 1 N or D are coordinated at the state and facility level.
- Instruction is tailored to the specific needs of each student through the use of various materials and instructional strategies (e.g., reciprocal questioning, paired reading, and vocabulary building through the concept of symbolic language in pop songs).
- Teachers exemplify positive, caring attitudes and are dedicated to their work and students.
- Special efforts are made in all classes to relate course content to inmates' postrelease needs.

Introduction

This facility is a medium security facility for adult males. The facility was built approximately 20 years ago to house 1,500 to 1,700 residents; the current population is 2,500 and growing. New dormitories are under construction, and a new administration building is on the drawing board.

The facility is surrounded by double fences with rolls of barbed wire at the top of each fence. There are guard towers at the corners of the compound and double electronic gates at the entrances. Access to any other part of the facility is through a metal detector door. Guards are posted in corridors and at the entrance to various buildings on the grounds. Entrance to and exit from the vocational area are also controlled through a locked gate and a metal detector door. Within the compound, inmates move freely between buildings without escorts. Interaction between the security staff and inmates seemed infrequent and formal.

Housing assignments are made more frequently on a space-available basis than by a planned process. Some dormitories are reserved for the youngest offenders (under age 18), for those inmates who are being housed separately because of behavioral problems, and for inmates who have earned special privileges. All new inmates are assigned to the same dormitory during orientation, and then they are reassigned on a space-available basis.

All new arrivals enter the system through a state reception and diagnostic center in a large urban area. After diagnostic testing, a Mutual Agreement Plan (MAP) is drafted by the education, counseling, and psychological staff for each inmate. The MAP lists goals and timeframes for each inmate and obligates the institution to provide certain services to help the inmates fulfill their plans. Inmates must meet the goals and milestones in the MAP to attain security reclassification and ultimately parole. This facility also reviews the MAP and proposes a case management plan within the institution that more specifically defines goals and consequences.

Disciplinary procedures within the institution include formal hearings and specified responses to infractions. Consequences can include cell restriction, segregation, loss of good-conduct time, and points added to the inmate profile which can result in reclassification and reassignment.

General Education Program

Mandatory education requirements began in 1984 through regulations for inmates who read below the fifth-grade level. The facility has recently increased its emphasis on education; currently, all inmates who read below the eighth-grade level and who have a sentence of 18 months or longer must spend at least 90 days in the education program. Inmates earn 90 cents an hour for participating in the education unit, and they may earn 5 days off their sentence for each month they participate in the education program in addition to any other time off sentence earned through good behavior and good work habits.

That education is an important part of the corrections system and an integral component of the way the state views rehabilitation is evidenced not only by the mandated legal provisions for inmate education but also by the involvement of the SEA--the state's education experts--in correctional education. The legal and professional expertise devoted to education at the SEA level is also transmitted to the institutional level. The warden at this facility emphatically supports education and views it as a critical element in each inmate's program and daily life.

The education program staff are employees of the State Department of Education; a regional administrator provides general oversight for the education program. Onsite, a correctional principal and a support principal have responsibility for the day and evening programs. Inmates are offered basic academic education, vocational education, and postsecondary education. Currently, 860 inmates are involved in education programs.

Although this facility is located in a rural area of the state, teachers view employment there as an attractive professional position. Teachers in the correctional institutions have the same salary scale as teachers in the local public schools plus an additional 20 percent stipend to compensate for a 12-month contract. Administrators also have the flexibility to hire part-time teachers on contract to fill specific needs. Many of these contract workers begin teaching in the evening school and have the opportunity to experience teaching in a correctional setting before applying for a full-time position. At the same time, administrative staff have the opportunity to observe potential teaching candidates and assess their adaptability and effectiveness in the correctional setting. The institution also subscribes to statewide library services, which provide access to a collection far greater than could be housed in the facility.

With the expansion of the physical facility, the education program has been promised an additional administrative wing that will allow classrooms in the old building to be consolidated and improve schedules for the inmates. The correctional administration has also permitted the flexible scheduling necessary in education because of the distance between classroom buildings. Administrative and teaching staff are encouraged to attend professional meetings, and the education administrators have completed the state professional leadership academy training program (open to aspiring principals in the state's public schools). The resources provided to the education program are adequate in all respects; in print and consumable materials, they are more than adequate. The biggest need in the program is for more technology--both video and computer-based.

The goals of the regular academic program are:

- To provide each inmate with the basic academic skills in social studies, language arts, mathematics, and science, and the social skills necessary for him to function in a complex society;
- To provide opportunities for him to explore personal and social problems that he is likely to face upon his return to society;
- To help him develop proper attitudes toward his fellow students, family, community, and the society to which he will return;
- To help him develop his self-control, self-confidence, self-reliance, and decision-making skills; and
- To provide him with the basic knowledge and background for entry into a vocational training program.

The regular academic program has three divisions: (1) basic--for those who read below a 5.0 grade level on the TABE; (2) intermediate--for those who read between 5.0 and 8.5 on the TABE; and (3) the GED preparation program for those who read at 8.5 or above and lack a high school diploma. All these divisions are supported by Chapter 1 N or D and special education services. The vocational training program is open to inmates through an entrance test on skills; the program is coordinated with the state prison industries. Postsecondary education is offered through the local community college. Classes are available to inmates from 8:00 a.m. to 3:00 p.m. and from 6:15 p.m. to 10:15 p.m. The evening school, which was expanded to year-round offerings for the first time in 1989, offers 12 academic classes and one vocational class. A computer laboratory is available for inmates who have been referred by teachers to work on specific skills.

The state is in the process of adapting the Comprehensive Adult Student Assessment System (CASAS) and implementing a mandatory life skills, competency-based curriculum for inmates before release.

Instructional classes vary from 45 minutes to 1 hour in length. The GED test is offered every other month on site and the pre-GED practice test is given during the months the GED is not available.

Student Assessment

All inmates take the TABE, either at the diagnostic and reception center or upon entry into the facility, and most are assessed with a statewide criterion-referenced measure for adult education. The educational objectives and goals are negotiated for those inmates participating in the MAP or the case management procedure at the facility. Milestones identified for the inmates become part of their file at the facility; they bind the facility to providing the agreed-upon services. In addition, IEPs have become part of the MAP for some inmates.

The education program sets goals as part of the correctional system process and reviews progress toward these goals annually. At a student's request (or at least every 6 months), students are tested and evaluated for mastery. Almost all MAPs or case management files contain education goals.

Chapter 1 N or D

The goals of the Chapter 1 N or D program at this facility focus on skills needed for functional contexts. Reading, writing, math, and language arts are taught with attention to their application in real-life situations. Chapter 1 N or D has a specific and separate education plan for each student which is designed to help the student achieve the education goals he has chosen in the MAP. Students are selected for Chapter 1 N or D on the basis of four criteria: (1) the student functions at a level below the GED, (2) the student meets the age requirements for Chapter 1 N or D, (3) regular and Chapter 1 N or D teachers identify specific areas of difficulty requiring supplementary assistance, and (4) the student wishes to participate in the Chapter 1 N or D program and agrees to the goals and objectives of the supplementary education plan.

This facility's Chapter 1 N or D program is staffed by two teachers in self-contained Chapter 1 N or D classrooms and two teacher aides who work with Chapter 1 N or D students in regular classrooms. The aides are an important feature of the program, because they provide additional coordination between the basic and supplementary program. They work closely with the students and teacher to identify needs for extra help which the Chapter 1 N or D staff then address. The Chapter 1 N or D staff uses peer (inmate) tutors in their classrooms as they provide supplementary instruction. Chapter 1 N or D and regular staff have common planning periods to facilitate coordination. When the specific skills identified for supplementary assistance have been mastered, either the student is moved out of the Chapter 1 N or D program or other identified skill needs are addressed.

In addition to the coordination provided by the aides and the common planning periods, the Chapter 1 N or D program at this facility is also coordinated with the overall state program in N or D facilities. All teachers are involved in developing the Chapter 1 N or D application, which is facilitated by the Chapter 1 N or D specialist in the SEA. Representatives from this facility work on statewide committees that review curriculum and provide other coordinating functions. The professional staff are also encouraged to take part in the state adult education association, which has a correctional education special-interest group. Administrators at this facility help coordination efforts by scheduling assistance and support for professional committee work. In addition, the facility provides all in-service training for both Chapter 1 N or D and regular staff and supports coordination efforts between the programs.

The biggest problems perceived by staff in this facility are caused by the growing population. The education program needs more staff and more space to keep up with the demand. Staff try to provide positive role models for students, make a concerted effort to treat all students as adults, and form a cooperative teaching-learning relationship with them. However, with the large number of inmates, students are often pulled from classrooms for other treatment programs that are a part of their MAP. Furthermore, transfers within the system to alleviate overcrowding and to fulfill reclassification requirements often occur without ample notice to allow closure to education activities. Despite these problems, the facility manages to provide an education program that appeals to students. Figures maintained by the agency indicate that 90 percent of the students subject to the mandatory education requirements of 90 days elect to remain in the program longer than that period.

Administrative Leadership

All staff interviewed attributed their success to the administrative support they receive from corrections and education administrators at the facility, to the support and expert help from the SEA, and to the emphasis the state puts on education through its laws, regulations, and corrections agency policies.

The academic coordinator from the SEA is actively involved in program planning and evaluation and provides support in resource development. Education decision making is shared by state, regional, and local administrators, and the corrections education supervisor is skilled at facilitating communication between the education and corrections/security staffs.

Instructional Methods

To fulfill its overall goal of providing inmates with a variety of education programs that will benefit them in the future, the facility offers basic education; Chapter 1 N or D; vocational education; special education; postsecondary education; and specific programs on such topics as parenting, substance abuse, and sexually transmitted diseases. Teachers and administrators attribute the variety of programs to two key factors: (1) the flexibility they have to develop curriculum to meet inmates' needs at each facility; and (2) the support and importance attached to education within the correctional setting by the state and its policies. Although teachers from all facilities meet to discuss curricular needs and directions, using the state's adult proficiency profile program competencies as a framework for their discussions, they are not locked into a specific course of study or method to achieve competencies. The emphasis on variety and flexibility frees the creative teacher to practice the art of teaching to great effect. For some teachers, this flexibility allows for effective instruction. Other teachers, however, may prefer a more structured approach to ensure their effectiveness.

This facility has implemented in practice the overall intent of Chapter 1 N or D. That is, Chapter 1 N or D monies have been used to try innovative approaches and programs in a limited setting; and then, when these approaches were deemed effective and running smoothly, they were implemented in the regular education program and the Chapter 1 N or D program changed to meet other needs.

The best examples of this developmental role of Chapter 1 N or D are a tutor training program and a reading laboratory. The concept of using peer tutors began in the Chapter 1 N or D program, and the program continues to use inmate tutors as aides. The peer tutoring approach has been developed even more fully in the regular basic education program, where peer tutors operate the reading laboratory under the direction of the reading resource teacher. The reading lab serves those students who read below a 2.5 grade level. Tutors are trained to plan lessons, choose materials and methods, and motivate students to read. Tutors earn extra pay and "good time" points for their efforts, and must correspondingly exhibit acceptable work behavior such as punctuality and low absenteeism in addition to mastery of content presented. After each tutoring session, tutors evaluate its effectiveness and meet with other tutors to share successes and concerns. Inmates who wish to become tutors must interview for the position, and tutors participate in the interview and offer their evaluations of the candidates; the reading laboratory teacher makes the final selection of tutor trainees.

During one observation, some of the tutors were preparing a "directed reading-thinking activity" for their tutees. They were required to explain the preview activity and technique to build vocabulary they would use, the setting the purpose question they would use, and the sequence of oral and silent reading activity; they also had to develop 10 comprehension questions they would ask at the conclusion of the reading activity. The teacher then discussed how students who are barely literate learn--usually through reliance on memory--and the weaknesses of that strategy. From this discussion, they moved to a new strategy that they would learn and practice before introducing and modeling it for their students. The new strategy involved writing a dialogue based on a sequence of pictures. The teacher discussed the characteristics the dialogue should contain, and the tutors were required to discuss their dialogues at the next session.

A sense of purposefulness pervaded the atmosphere in all classrooms observed. Tutors and their students interacted in a quiet, yet animated fashion. Tutors also provided positive feedback, reinforcement, and praise. Students were on task throughout the period, and learning was related to current and future reality for these students.

Nearly all instruction observed at this facility was "personalized instruction," as one teacher described it. Most students worked individually on work designed specifically for them and interacted frequently with either teacher, aide, or tutor. Within the personalized instruction, various materials and instructional strategies such as reciprocal questioning, paired reading, and direct instruction were used. In one classroom, the teacher used whole-group direct instruction with a language experience approach. In this classroom, a current "Top 40" song was used to build vocabulary through the concept of symbolic language. The meanings of symbolic language were discussed, and students suggested words that were symbols of their lives and discussed how their lives related to the lyricist's use of symbolic language.

In both the regular and Chapter 1 N or D programs students are treated as adults, and teachers model appropriate adult relationships. "Please" and "thank you" are heard often, and continuous feedback and reinforcement are provided, especially for effort. Teachers also make an effort to relate content to the students' lives and to search for or develop materials that fulfill that purpose. Teachers expressed satisfaction with the print materials available to them and indicated that their requests for materials were almost always honored. Computers, however, are in short supply. The regular program has a computer laboratory that is used for specific skill remediation of referred students. A computer is available for Chapter 1 N or D classrooms, but one machine for a number of students does not permit daily and consistent exposure. Software is also limited, and this facility has not acquired some of the more recently developed software that is available such as GED preparatory activities, writing, and thinking exercises.

Instructional Staff

Teachers at this facility believe that their program is effective, in part, because they respect their students and treat them in an appropriate adult manner; students respond by exhibiting interest and motivation to learn. Teachers also believe they are effective because they have support from the administration and the state agencies without interference. The Chapter 1 N or D teachers cited especially the extra help and resources they receive from the SEA through the N or D specialist and monitor.

Administrators attribute the success of the regular program to effective annual and 5-year planning that allows them to control resources and work toward agreed-upon goals. They believe that the institution's commitment to education is evident in the variety of educational experiences available to students. The positive attitude and high expectations of the teachers in the program encourage students, and the students respond by working harder and by sharing their satisfaction with other inmates. This institution has a waiting list for education, and the administrators believe that inmates' word-of-mouth endorsement has contributed to the list. Even though the institution is crowded, there is no sense of crisis or security problem. Administrators attribute their ability to function with record numbers of students to the relationship they have with corrections staff that allow them flexibility in scheduling so that students have access to educational opportunities. The expansion of the evening school to year-around offerings was made possible not only through the provision of more resources, but also through the assistance of security staff and corrections administrators.

Administrators believe that their active and positive relationship with the SEA has allowed them to build a successful Chapter 1 N or D program. As mentioned, they have used their Chapter 1 N or D program as "seed money" to try out innovative projects; successful projects are then adopted by the regular program. The availability of staff development resources from the SEA has contributed greatly to both Chapter 1 N or D and regular programs. Similarly, the SEA has encouraged professional development opportunities for both teaching and administrative staff. As noted, administrative staff go through the State Professional Leadership Academy sponsored by the SEA, and teaching staff are encouraged to participate in professional association activities such as the Adult Education Association and Corrections Education Association meetings. Staff and faculty at this facility have taken advantage of these professional growth activities.

Recruitment and retention of qualified staff are not a problem at this facility. Teachers are on the same salary schedule as teachers in the local schools and are paid 20 percent extra to compensate for their year-round contracts. Both staff and administrators like the flexibility that evening school contract services give them to try out teachers in the correctional setting part-time. Many staff positions have been filled by people who started in the evening school.

When teachers were queried about the attractiveness of teaching positions at this facility, most said that they viewed having the SEA as an employer as a positive feature of the job. Administrators agreed that SEA employment contributed to teacher recruitment and retention. Both staff and faculty feel that inmates view them differently because they are not correctional staff. Several staff also mentioned that after teaching in local secondary schools, they appreciated the flexibility and security they found in this facility as compared with the situation in the public schools.

Transitional Services

The only transitional services currently available are for those identified special education students who need special community-based programs such as sheltered workshops or subsidized employment geared to the disabled. The SEA and facility have begun an effort to follow up those students who are released to determine how the regular program can be improved and what types of transitional services could be designed to improve opportunities for inmates upon release. As with other state-operated Chapter 1 N or D programs, money has been tight, the need for on-site services great, and there are few incentives to take money from those in educational need and give it to a local district for transitional services over which one might not have control or much input. However, a life skills component to the basic education program has been developed and is systematically being implemented throughout the correctional system. At this facility, teachers in all classes observed seemed to make a special effort to relate content to postrelease needs and reality. If students are not released directly to the community from this facility, they are usually reclassified into a work release program that provides a more intensive life skills or survival component.

FACILITY NO. 6

Summary of Effective Practices

- Education is an important part of the overall treatment for inmates and participation in the program is mandatory. The education program receives the support of state and facility administrative leaders.
- Regular and Chapter 1 N or D teachers share instructional information about student progress.
- A whole language approach to reading is used to promote students' higher-order thinking and comprehension.
- Low pupil-teacher ratios in both Chapter 1 N or D and regular classes contribute significantly to frequent pupil-teacher interaction throughout the instructional day.
- Peer tutoring is used extensively in regular classes to maximize efficient use of instructional time.
- For youth returning to high school upon release, the facility sends a transcript of completed course work to the school to assist in appropriate grade placement.

Introduction

This facility is located in a rural setting surrounded by small communities approximately 20 miles from an industrial city and within easy driving distance of two others. It is the largest facility for male youthful offenders operated by the Department of Youth Services. The campus consists of five residential centers--one for maximum security youth, one for more severely emotionally disturbed youth, and three regular centers--as well as a food services building, a warehouse, a chapel, and an academic center where education classes are held. The education program described here deals only with the three regular centers. Each of these three centers has six wings housing 20 youth each, totaling 120 youth per center. Each wing is made up of two youth Positive Peer Culture (PPC) groups which are served by the same interdisciplinary specialists. The PPC concept, introduced in the 1970s, is a group behavior management system in which groups are held accountable for each individual's actions, thereby exerting peer pressure on individuals for good behavior. The average length of stay is 14 months. The age range of youth is 12 through 19;

age at entry averages approximately 16. The average functional academic level of youth upon entry is sixth grade. Youth are assigned to a center in accordance with the results of a case assessment review to determine appropriateness for assignment to a training school. The campus area housing the regular centers at this facility is open, with no fences; youth move from building to building without supervision.

General Education Program

Education is viewed as an important part of the overall treatment plan at this facility. The philosophy of care and education at this facility is contained in the facility's mission statement. The facility:

> will establish and sustain a safe, caring and creative learning environment that guarantees an equal education opportunity to every student. Each student will be challenged to reach his maximum level of personal and academic achievement. Increasing expectations for both students and educators will be the standard. Ongoing emphasis will be placed on improving the quality of the total program and in improving the capabilities of the educated student.

The primary goal of the education program is to bring youth closer to age-appropriate grade levels and provide them with course credits that will allow them to reenter the public school system and complete their education. Although the education program is not a formally accredited high school program, credits are accepted by most public school systems. Because the curriculum is designed primarily to provide youth with the credits and skills necessary to complete high school in the public schools upon release or to be job ready, curriculum decisions are guided by statewide secondary education requirements and institutional requirements.

Participation in the education program is mandatory regardless of age or whether the student has passed the GED or graduated from high school. The only exceptions are a few cases where students achieve release status and get jobs near the end of their stay. Students are in school the entire time they are in the custody of the institution and may complete high school if their stay is long enough. Those who are released before completing high school receive credit for completed classes and are provided a detailed transcript upon release. A GED preparation course is available to students who are ready for that kind of assistance. Some college-level courses are offered to students who have completed high school.

The PPC method of behavior management is an integral part of the education program; the structure of the education program was changed in the 1970s to accommodate and facilitate the PPC concept. Because of the variety of skill and grade levels of the students served by the facility, the education program in many ways resembles a one-room school. Each group is a class, and teachers are required to adapt their instruction to various grade, ability, and age levels within the group. Instruction in reading, English, social studies, and mathematics takes place within a single classroom at the instructional level of each student.

At the completion of each 9-week term, each group is assigned an additional class in general science, occupational skills, family living, metals, woods, computing, industrial communications, building services, building trades, food services, art, auto mechanics, or small engines. These courses augment the basic curriculum and assist in career exploration; students get hands-on experience with some vocational occupations to help them make career decisions.

Finally, each group has a physical education class, which gives students an opportunity to improve existing skills and to learn new ones. Traditional physical education activities such as basketball, softball, and swimming are offered. Health education includes a course on first aid and CPR. Driver education is offered to approximately 80 students per year.

On occasion, PPC activities such as group meetings interfere with classes, but the priority is to schedule activities so that the school day is not interrupted. Aside from PPC activities, typical constraints to the provision of effective education services are addressed in a variety of ways. In terms of security, the PPC approach to behavior management has removed the need for much security intervention in any aspect of institutional life. The groups are well trained and police themselves effectively. Teachers are trained to know how to interact with the groups and support group dynamics in enforcing discipline and encouraging proper behavior. Special programs frequently conflict with the education program; often these special programs become the responsibility of the education program, and the curriculum is adjusted to accommodate them.

Student Assessment

New arrivals undergo a comprehensive review of information about the individual, including an educational evaluation used to make group placement decisions. The Stanford Achievement Test is given to determine the approximate functional grade level of the student. The facility relies almost exclusively on grade-equivalent scores to determine placement and progress for the student.

After the initial testing, students are retested once a year with the Stanford Test to determine their progress. The expectation is that students entering at the fifth-grade level or above will gain 1.5 grade-equivalent scores per year. Students below the fifth-grade level at entrance are expected to gain 1.2 grade-equivalent scores per year. Thus, performance expectations differ depending on the students' initial achievement level. In addition, student progress is assessed in the classroom and grades are given at the end of each 9-week term. These assessments are based primarily on teacher judgment, observation, and formal or informal tests. Often, the grades reflect not only actual student performance, but also the teacher's assessment of the student's effort.

Administrative Leadership

There is considerable support within the state for youth institutions in general and for education goals within these institutions. The education program administrator indicated that he had good advisers among state administrative leaders. Institutional and state administrators also place high priority on providing youth with an education that will enable them to either return to public schools or enter the work force upon release. State and facility administrators both support improvements and innovations in the education program.

Chapter 1 N or D

Students who enter the facility with very low skill in reading and math can be assigned to the Chapter 1 N or D reading or math lab or both for remedial assistance. The Chapter 1 N or D program is primarily a pullout program, with some additional in-class assistance provided by the basic education teachers in their classrooms. The Chapter 1 N or D reading program has a whole-language focus with an emphasis on comprehension. The main goal of the program is to provide students with reading experience and help them learn to value and enjoy reading. Teachers in the reading lab also emphasize writing within the whole-language framework.

Two Chapter 1 N or D teachers and two Chapter 1 N or D aides staff the reading lab, where there are generally 6 to 10 students per class period. Students are rarely grouped; instead, they work individually or with the assistance of a teacher or aide. In the math lab, staffed by one Chapter 1 N or D aide, there are never more than three students attending the lab at once, and students are generally tutored one-on-one. Students are selected for either program based on their Stanford Achievement Test scores and their teachers' judgments about their overall grade-level placement and abilities in reading and math. Chapter 1 N or D teachers provide basic education teachers with materials and assist them with instructional methods to provide in-class help. The aim of these programs is to provide the instruction necessary to bring students up to a designated level, at which point they may continue to receive supplementary help in their basic education classes to move them toward higher achievement levels.

In Chapter 1 N or D, entrance and exit criteria have been established for both the reading and math labs. The exit criterion for the reading lab is that the student can read newspaper articles, both silently and aloud to the teacher, and then explain to the teacher what the articles have said. After leaving the lab, the student may continue to receive remedial help in the basic education classroom from the regular teacher. Students leave the math lab when they have completed the curriculum (consisting almost exclusively of computation worksheets in addition, subtraction, multiplication, and division) and are able to demonstrate that they have mastered these four basic computational skills.

The Chapter 1 N or D program is designed to include considerable conferencing between basic education teachers and Chapter 1 N or D teachers and aides. They meet initially to decide jointly on the program the student will receive. Throughout the student's participation in Chapter 1 N or D, basic education teachers and Chapter 1 N or D teachers exchange information about the student's progress. This is particularly important because the basic education teacher provides some remedial assistance to augment what the student receives in Chapter 1 N or D, and materials used in basic education are matched as closely as possible to the student's functional level. When a student has attained the exit criteria for the Chapter 1 N or D programs, he graduates from Chapter 1 N or D.

Instructional Methods

Teachers try to create an environment in which students can feel safe and accepted so that they can experience accomplishment in school--something they have not ordinarily been able to do in the public schools. The 18 basic education teachers have responsibility for developing an academic treatment plan for each student and for planning classroom activities to meet the students' needs. Some group instruction takes place, particularly in the history/social studies area, but most instruction is individual. Students who have surpassed the level of math taught in the basic education class can receive further instruction in the math lab. Peer tutoring is also used in the classroom and for homework in the evenings. Much responsibility is placed on the group to ensure that everyone succeeds in school.

A four-step process in the reading lab attempts to help students achieve success in reading and improve their self-image. These steps are diagnosis, treatment planning, instruction, and evaluation. Each step involves special methods. For example, a series of reading tests is used (e.g., Botel Reading Inventory, Gray Oral Reading Test) to diagnose a student's reading difficulties.

The math lab is set up for those students who are unable to do basic computational functions--addition, subtraction, multiplication, and division. The primary instructional materials are the Individualized Computational Skills Program (ICSP) published by Houghton-Mifflin, flash cards, and the Digitor--a small, computerized, electronic game for drilling math facts. The lab also has two computers for student use. They are used primarily for games or as a reward for work completion. Students leave the lab when they have completed the ICSP curriculum and have passed an exit test. Remediation then continues in their basic education classroom as needed.

Factors contributing to the success of the overall education program include a low pupil-teacher ratio, frequent student-teacher interaction, appropriate instruction, and appropriate instructional materials and equipment. The student-teacher ratio in the regular classroom is 10:1. Students primarily receive individualized instruction, but the basic education teachers also rely quite heavily on peer tutoring. They provide group instruction when they are covering something that is appropriate for all or most of the students in a group. Vocational, life skills, and physical education classes also have a 10:1 student-teacher ratio. Whole group instruction is used in these classes except when students are working individually on projects.

Student-teacher interaction is frequent in the regular education classes because instruction is primarily one-on-one. Students work independently at their own level, and the teacher circulates and assists individual students throughout the class period. Peer tutoring is also used fairly extensively in some classrooms. Basic education teachers were observed to demonstrate a caring attitude toward students, to be very supportive, and to communicate high expectations for students.

The atmosphere of the reading lab classroom was similarly observed to be one in which teachers and aides demonstrated a caring, helpful attitude toward students. Students seemed to feel safe, and this sense of safety contributed to a good environment for learning. Teachers often voiced their high expectations for students and expressed confidence in the students' abilities to meet those expectations. Instruction in the Chapter 1 N or D reading lab was appropriate, though it differed from basic education classes in that there was little student interaction. For the most part, teachers and aides worked one-on-one with students to monitor their progress. The wide variety of materials available through the reading lab allows teachers to tailor instruction to the specific needs of the students. Each student has a program of work designed specifically for him following diagnostic tests.

In the Chapter 1 N or D math lab, students concentrated on drill and practice tasks. For instance, when doing multiplication tables on the Digitor, students are to complete each set of tables in 10 seconds. The task is almost more a test of motor skills rather than of knowledge of multiplication facts. One student worked for an entire class period trying to accomplish this goal. The only other task students were observed doing was filling in worksheets of computational problems.

In both the regular and Chapter 1 N or D programs, there was little difficulty in keeping students on task. Teachers concerned themselves little with this issue, as the PPC groups are responsible for ensuring that all group members are on task and complete their work.

Basic education teachers have almost unlimited flexibility in choosing materials for their classes. An individual teacher may select a textbook series for his students that is entirely different from the books used for other classes. One teacher indicated that she uses a variety of textbooks, workbooks, newspapers, and paperbacks. Teachers choose materials for students based on their functional level and individual interests and abilities. In the reading lab, the variety of materials and equipment was quite large and included audiovisual materials, many high-interest low-level books, magazines, and newspapers, as well as textbooks.

Instructional Staff

The rewards of working with the youth are the main incentive for staff to remain at the institution. Five of the eight teachers surveyed indicated that if they had a choice, they would choose to work at the institution. Most of the teachers had been at the institution 11 years or more, and one had been there 20 years.

Most instructional staff seemed to be genuinely concerned about the educational advancement of the youth with whom they worked. They were also skilled in teaching and trained in supporting the PPC program. They were able to maintain a positive, safe, pleasant environment in which students could work, learn, and interact with one another as well as learn how to get along and support each other.

Teachers believe that developing a good teacher-student relationship and helping students feel safe and successful in a learning environment are the keys to effective instruction. The Chapter 1 N or D math aide believes that the success of the program is due primarily to the one-on-one tutoring approach that helps establish a rapport between the teacher and the student.

Transitional Services

Courses in family living and occupational skills, as well as a variety of introductory vocational courses, are incorporated into the curriculum. The focus of these courses is to prepare residents to reenter the community as productive citizens. Groups are assigned to these classes on a rotating schedule each term. Students also participate in counseling sessions and group meetings through the PPC program to help them learn responsibility for their behavior and to function appropriately with their peers and others. In addition, some prerelease work programs are being piloted to give inmates experience in the work force before release.

When youth leave the institution, many go to halfway houses where they are further assisted in returning to school, developing family ties, and finding employment. They are tracked by the facility for 12 months after release to evaluate their success. For those returning to high school, the institution sends a transcript to the school the student will be entering to assist in grade-level placement. Staff also participate in assigning inmates to appropriate community schools; they are planning to expand this program to maintain closer ties with released students and to ensure that they are successful in school.

This facility is currently piloting an on-the-job-training program for inmates which it plans to expand to include a work co-op program as well. These programs will help secure employment for the youth as they leave the institution. In addition, the facility is developing a guidance and assistance program to provide everyday follow-up. Follow-up will decrease as the youth is successful in becoming a productive citizen in the community.

FACILITY NO. 7

Summary of Effective Practices

- Education is a primary mission of the facility.
- Education staff members are part of a residence-based student evaluation team fostering integration of the education component with other facility programs. Teams meet daily to share information. Team leaders along with the department head meet with the facility superintendent to share information and discuss pertinent issues.
- Students earn high school credits for successful participation in Chapter 1 N or D classes.
- Academic progress and achievement is acknowledged and publicly rewarded in several ways (e.g., announcements at monthly assemblies, publication of names in the school newsletter, certificates, an annual achievement day, pizza parties).
- Teachers actively communicate high expectations for academic progress and positive behavior and pay consistent attention to increasing student self-esteem and confidence through academic success.
- Curricular areas are integrated to provide students with content-based learning and the ability to apply acquired skills to new knowledge areas and everyday life situations (e.g., nutrition and science programs include a focus on reading, writing, and math).
- Facility and education administrators provide support by purchasing materials, incorporating community and volunteer programs and providing teachers with flexibility to develop curriculum and to select instructional methods.
- The facility purchases the services of a follow-up worker from the county vocational-technical school to help students return to the community.

Introduction

This facility serves the state's youngest institutionalized offenders. Originally designed to serve juveniles between the ages of 12 and 14, this medium security facility now houses approximately 225 male residents ages 13 through 18, and 12 female residents ages 17 and 18. Changes in the juvenile code and sentencing patterns have greatly reduced the number of juveniles in the 12 to 14 age group who are committed. The average age of the current population is 17. Inmates live in cottages and attend classes in a separate administration and education building.

General Education Program

Education is the core treatment program at this facility. All inmates are required to participate in the education program, which is accredited by the State Department of Education. A variety of educational opportunities are provided to students. Individual student educational progress and the quality of class participation are used to award privileges and assess readiness for parole. Academic progress is acknowledged and publicly rewarded in several ways, including a monthly assembly and pizza party for students who are recommended by teachers for their academic progress, publication of those students' names in the school newsletter, accumulation of points in the Behavior Evaluation Program, and the awarding of certificates. The superintendent of the facility is an educator by training and experience and is a certified principal.

A primary mission of the facility is academic progress--earning high school credits toward graduation and preparing for reentry to public schools on release. A highlight of the school is an annual achievement day to which parents, volunteers, and the community are invited. As part of achievement day, awards, including monetary rewards, are presented for academic achievement.

Successful academic performance is also a prerequisite for student council membership; outside trips, study, and work; and substantial release time. Students attend academic and nonacademic classes during the day and evening, use the library, and have homework assignments.

Every staff member is part of a cottage-based student evaluation team. Teams composed of education, custody, and social service staff and a team leader meet with students daily. Each week the superintendent, department heads, and team leaders meet to share information and discuss issues. The teamwork approach is fundamental to the success of the facility.

Community involvement is considered a vital part of the facility's programs. The facility has strong cooperative arrangements with a community advisory council and a viable volunteer program. A volunteer coordinator is responsible for recruiting, investigating, and training volunteers. A volunteer handbook describes the facility, interprets the facility's mission, outlines procedures for volunteers, presents volunteer rules and responsibilities, and explains the volunteer performance evaluation process. Among other activities, volunteers provide materials, teach evening classes, and identify work sites for students. Specific volunteer activities include one-on-one tutoring, instruction in soldering and electronics by nearby factory employees, and tours of local factories. Volunteers also arrange for students to engage in community services such as decorating churches and raking leaves. The facility's football and basketball teams compete on the junior varsity and varsity levels with high schools in the community, giving the students an opportunity to interact with community schools. In addition, the marketing education program places a number of students in service jobs within the community, which contributes to improving the image of the institution within the community. The facility has developed a network that bonds it to the community in positive ways; for example, the facility contracts with a nearby county vocational-technical school to provide evening and more advanced vocational classes.

To expedite transfer of learning and credits for students, the facility's education program curriculum is designed to match that of the public schools. Basic academic education, vocational training, supplemental Chapter 1 N or D instruction, marketing education, human growth and development, AIDS education, computer literacy, and a volunteer tutorial program are provided.

The education program has been designed to meet state-mandated high school requirements, and it functions as a high school for students with special needs. Students are encouraged to follow a regular high school curriculum, accruing credits that are transferrable to public high school toward a diploma. In addition to standard high school courses in English, math, science, social studies, art, shop, graphic arts, computers, and physical education (including a heated indoor swimming pool), there are other educational opportunities. For instance, the education program offers a special course in producing the school newspaper and a course for sex offenders. The mandatory evening program includes classes in sewing, cooking, driver's education, electronics, computers, graphic arts, basic reading, writing, and math skills. An outdoor education program is also available to youth. This program incorporates an obstacle course, team-building exercises, and student responsibility for construction of a fitness trail, log cabin, and an indoor challenge course. The outdoor program teaches general science, physical education, and health. Seasonal activities include skiing and canoeing.

The education staff are developing a multicultural program to be implemented within the English curriculum. A variety of vocational programs are offered as well. One is a horticultural program that provides students with hands on experience in the planting and harvesting of seasonal crops. The produce is sold to staff members. The recreation department operates a mandatory recreation program for all students each evening, on Saturdays, and most holidays. Recreational activities include movies, weightlifting, swimming, and team sports.

A variety of psychological, psychiatric, and counseling services are offered through the education program. All inmates participate in daily Guided Group Interaction counseling.

Student Assessment

The school conducts systematic assessments with standardized psycho-educational instruments and teacher-constructed tests. A learning disabilities specialist assesses students when they enter the program, at 8 months, and before release. Student interns provide further assessment services during summer months.

The Woodcock Johnson Psycho-educational Battery is the testing instrument used for initial testing and student placement in classes. Reading and math components of the test are administered. Teachers may recommend testing before it is regularly scheduled to determine a student's readiness to leave Chapter 1 N or D. The state minimum basic skills competency test is administered annually. The High School Proficiency Test is administered to about 70 percent of the students. Teacher-made tests also are used. Individual education plans (IEPs) are developed for each special education student identified by child study teams. Personalized programs are developed for each regular education student. These plans are reviewed periodically by teachers and child study teams to monitor student progress and placement appropriateness. Informal evaluation includes teacher observation, anecdotal material, classroom records, and review of student folders and other class work. Chapter 1 N or D students receive high school credit for successful participation in the program.

Administrative Leadership

Teachers and students perceive facility and administrative personnel as knowledgeable, caring, supportive, respectful, and goal oriented. Teachers express appreciation for administrative support for purchase of materials, community and volunteer programs, and autonomy to develop curricula and to select and use instructional methods. The provision of teaching assistants is seen as important and helpful. State education and corrections staff assist in preparation of the annual Chapter 1 N or D application, monitor the program, and are available to help facility administrators interpret guidelines. State and facility administrators cooperate closely and State Department of Corrections staff express pride in the effectiveness of the regular education and Chapter 1 N or D programs.

Chapter 1

The Chapter 1 N or D program focuses on the mastery of basic skills and successful participation in the regular education program. The teamwork approach guides curriculum development and is the primary decision-making method.

The Chapter 1 N or D program serves all eligible students which amounts to 100 students. Basic reading, math, vocational, and life skills are the Chapter 1 N or D program components. Three certified teachers with regular or education-of-the-handicapped certification and five teaching assistants make up the Chapter 1 N or D staff. They teach in a wing of the education building in two classrooms and one learning laboratory. The program is pullout supplementary in design. Curricular areas as determined by Chapter 1 N or D teachers, administrators, and child study teams are reading, math, writing/communication, job training, and memory retention skills. Chapter 1 N or D teachers and administrators establish the goals and objectives for the Chapter 1 N or D program and review them annually.

Student academic level determines the number of classes and the amount of time each student spends in the 40-minute Chapter 1 N or D classes; the time varies from 2 hours to 5 hours per week. Evaluation of Chapter 1 N or D students consists of pre- and posttests at 6-month intervals for basic skill levels in reading, math, and language development; written evaluations of student progress and letter grades on report cards every 3 months; and maintenance of a basic skills checklist for each Chapter 1 N or D student. As students progress, their Chapter 1 N or D class time is reduced. Chapter 1 N or D teaching assistants work in Chapter 1 N or D classrooms and with Chapter 1 N or D students in their regular education classes. The pupil-teacher ratio in Chapter 1 N or D classes is 6:1.

Coordination of the Chapter 1 N or D and regular education programs is mostly informal. Because the Chapter 1 N or D program is small and teachers have several preparation periods each day, they share information about individual students orally rather than by written reports. The high student turnover rate and short notice prior to student release necessitate daily, detailed sharing of information. Chapter 1 N or D teaching assistants monitor and instruct Chapter 1 N or D students in Chapter 1 N or D and regular classrooms, share their observations with teachers, and ensure instructional coordination.

The teachers reported that they needed salaries and working conditions equal to those of other public school teachers, larger classrooms, a separate teachers' lounge, assurance of substitutes for absent teachers, and expansion of vocational education opportunities for the students. The staff also suggested that the learning environment would be improved by custodial staff who were more supportive of the facility's mission.

Instructional Methods

The education program is designed as a high school program for students with special needs. As a result, the curriculum is designed to meet state-established requirements and criteria. Within the framework of state curricular requirements, teachers are encouraged to use a wide variety of instructional methods and materials creatively.

Students are grouped by ability levels as determined by results of the Woodcock-Johnson tests administered at the time of entry; they are reassigned according to test results and classroom performance.

Instructional methods include:

- Individualizing instruction;
- Using varied materials;
- Teaching basic and higher-order skills, with attention to problem-solving and comprehension;
- Relating skills to postrelease life (personal, educational, and vocational skills);
- Focusing on building student self-esteem and confidence through academic success; and
- Integrating curricular areas for more meaningful instruction (nutrition and science programs include reading, writing, and math).

Teachers are dedicated to helping their students grow and learn; teachers demonstrate caring, patient, and attentive behavior to students and to one another. Teachers and students have contact in many settings: classrooms, cottages, special events, and evening programs. Teachers see themselves as advocates, counselors, instructors, and care-givers, and seek to establish and maintain high standards and expectations. Materials and equipment include:

- Cambridge Curriculum (reading and math components with a high-interest/low-vocabulary orientation and a variety of instructional activities and materials);
- Newspapers, magazines, and other print materials;
- Textbooks;
- Worksheets;
- Manipulable materials;
- A library that contains fiction, nonfiction, and periodicals;
- System 80 (an individualized audiovisual learning system that includes audiovisual machines with records, slides, and activity books); and
- Computer literacy and computer-assisted instruction programs.

Teachers have a great deal of autonomy in identifying and ordering materials. Teachers and education administrators decided to purchase and use the Cambridge Curriculum, System 80, and computer software. Chapter 1 N or D teachers share materials and informally assess their appropriateness and effectiveness.

The marketing education program places selected students in jobs outside the institution (food service, retail stores, car washes, auto body shops). This experience forms the basis for continuing similar work experiences after release. Classwork focuses on coping with real-life problems appropriately and effectively. The recreation, volunteer, and counseling programs have, as priorities, the development of constructive and positive academic, personal, and social skills.

Instructional Staff

There is little turnover in instructional staff, largely because of careful staff recruitment: high levels of staff morale, staff commitment and cooperation; strong support, respect, and acknowledgment of staff efforts and achievements by administration; adequate materials and support services; and much autonomy for teachers. There is a strong focus on education as central to institutional treatment and as the primary responsibility of staff and inmates. The stated missions of the facility--and the priorities of administration and education staff--are meaningful educational experience and academic progress. In order to provide effective education, the institution makes creative use of public and private community resources including guest speakers, instructors, businesses, and the volunteer program.

Teachers at this facility feel that they are part of a team, and teamwork is important to their perception of the effectiveness of the education program. They are experienced, trained, and certified in a variety of areas including elementary, secondary, and special education. They provide monitoring, reinforcement, and feedback to students; they share information, insights, and materials with each other. They enjoy their autonomy in designing curricula and in selecting materials and instructional methods.

Transitional Services

Preparation for postrelease life is part of the stated mission of the institution and the education program. This mission is reflected in the following primary goals:

- To teach students to be productive citizens,
- To help them survive on the outside,
- To help them grow socially and emotionally as well as academically,
- To teach practical skills that can be used after they leave,
- To help Chapter 1 N or D students reach the level of regular education students,
- To motivate students to learn,
- To help them improve their behavior,
- To enable students to return to their regular high schools, and
- To help students build self-esteem.

Prerelease counseling is provided in health and family relations, parenthood, life skills, employment, substance abuse, human sexuality, and AIDS education. Release plans are developed for students, and records are forwarded to community schools. The education program administrator receives reports from the student's prior school. In addition, the State Division of Youth and Family Services helps place students in jobs. They match student experience in the marketing education program to similar jobs in the community. The facility purchases the services of a follow-up worker from the county vocational-technical school to help students returning to the community.

FACILITY NO. 8

Summary of Effective Practices

- Education is of primary importance to the facility's goal of job readiness for every inmate. Classes are scheduled throughout an 8-hour day.
- Teachers are enthusiastic, caring, and committed to their work. They promote student self-esteem through positive reinforcement and foster mutual respect between students and teachers.
- State high school curriculum requirements guide the academic program. Courses are offered in English, economics/problem solving, history/geography/government, mathematics, social science, health, science, art, music, home economics, drafting, and physical education.
- Responsibility for the daily requirements of the education division rotates among the education program administrator and the supervisors of vocational and academic instruction.
- The program administrator clearly communicates high expectations for education staff performance. These expectations are supported by active encouragement of innovative instruction, opportunities for professional and personal growth, and funding for materials and equipment that improve the learning environment.
- Pupil-teacher ratios are kept low by use of teaching assistants and student assistants who are positive role models.
- Instructional techniques vary in the regular classes and include cooperative learning groups.
- The education program provides courses to address the postrelease needs of inmates including victim awareness, survival education, and substance abuse.
- Several transitional programs provide assistance to youth returning to the community; this assistance includes work furlough, a prerelease center, a training center for women, and a mother-infant care program.

Introduction

This facility is a coeducational youth agency facility located approximately 50 miles from a major metropolitan area. The current population of the facility is approximately 30 percent female and 70 percent male. The age of the inmates ranges from 13 to 23 with a median age of 19 years. The length of stay ranges from a few months to 6 years; with the mean length of stay being 25 months.

From its inception, this facility was intended as a training and treatment center for youth; facilities and programming were designed with youth offenders in mind. The complex includes the administration and visiting center, 12 cottages, 5 barracklike education buildings, a gymnasium, a facility that houses some of the college classes and vocational industries, the main food services building, and additional support services buildings. In addition, a conservation camp has just been built on adjacent land.

Originally designed for approximately 450 inmates, the facility has stretched its capacity to 920 through double bunking in some rooms. Inmates receive the Basic Core Program, which consists of three components. The education component is responsible for meeting the academic and vocational education needs of the youths. It includes basic skills education in reading, language arts, and mathematics, plus other academic and vocational instruction or work experience. The treatment/counseling component focuses on social and psychological needs of residents. The group living component addresses grooming and hygiene, use of leisure time, and interpersonal relationships with peers and authority figures.

Because the primary mission of the youth agency is to facilitate the youth's return to the community as an employable citizen, job readiness permeates all components of the Basic Core Program. This task requires attending to the needs of individuals in a holistic manner. Therefore, in addition to the three-pronged Basic Core Program, the Expanded Core Program offers additional services for those whose needs are not met by the Basic Core Program, such as specialized counseling, substance abuse, planned reentry program/parole violator (PREP/PVP), and a college program. These services are generally offered in a living unit.

The special counseling program serves females who have been diagnosed as psychotic, neurotic, personality disordered, behavior disordered, suicidal, or who display a documented pattern of aggressive or assaultive behavior over a 90-day period. The program includes a staff-ward participatory management system; sequential, three-phase treatment; and individual psychotherapy. The structured, 6-month substance abuse program serves male and female residents who have histories of drug-related offenses; it includes classroom experience and group counseling sessions. Planned reentry program/parole violator program is a 6-month program for two groups of males. PREP is for males who have committed relatively less serious crimes, and PVP is for males who have committed a parole violation either through a technical violation or commission of a less serious crime. The program for these two groups focuses on remediating problems quickly through accelerated counseling. The college program consists of inmates who are participating in the college educational program. They must earn a minimum of 9 college credits each term and work a minimum of 3 hours per week.

Supplemental components include specialty activities that complement the Basic or Expanded Core Programs:

- Victim awareness class
- Institutional work program
- Free venture
- Gang intervention
- Nonformal substance abuse
- Community based work experience
- Career exploration
- Citizen's advisory
- Volunteer program
- Ward speakers program
- Public service
- Gender equity
- AIDS awareness
- Corporate speakers program
- Citizen participation
- Religious services

General Education Program

Education is of primary importance at this facility. Education classes are scheduled throughout an 8-hour day. Residents must be "employable" when they leave the institution. The issue of job readiness is first discussed at intake with the Employability Development Plan. This plan guides the individual treatment programs of which education is a major component. All inmates receive the Basic Core Program's three components.

Typically, more than 90 percent of the inmates attend school. In a typical month, 75 percent of students are enrolled in a high school class at least one period per day, about 15 percent are enrolled in college credit classes, and about 10 percent are not yet assigned or work full-time schedules.

To achieve the goal of job readiness, this facility's education program is diverse, including the academic program, the vocational training program, the Chapter 1 N or D program, the special education program, and the work experience program. State high school curriculum requirements are adhered to in the academic program through courses in English, economics/problem-solving, history/geography/government, mathematics, the social sciences, health, physical education, art, science, music, home economics, and drafting. The vocational training program includes courses in culinary arts, vocational housekeeping, arts and crafts, business education, nursing assistance, electronics, animal grooming, vending machines, industrial arts, and job readiness skills. Additional offerings include victim awareness, survival education, adult basic education, and substance abuse.

The third component, Chapter 1 N or D, provides reading, math, and language arts labs using a primarily tutorial/individualized instruction design for students needing remedial assistance in these areas. Chapter 1 N or D is administered by the associate principal.

The fourth component, the special education program, serves students who--because of a learning disability, communication disorder, emotional disturbance, or health problem--are unable to progress in a regular class. Special education services are provided through a contract with an outside agency and are coordinated by a resource specialist.

The work experience program includes Work Furlough, the Day Labor Program, and the Community Labor Experience and Responsibility "Off-Grounds" Program. Work Furlough is a program for qualified inmates who want to participate in experiences that approximate the work environment outside the facility. The possibilities include employment training as well as regular employment. The Day Labor Program employs inmates eligible to work within the institution. Minimum supervision is provided in order to develop independence and self-initiative. In return, this supplemental staffing provides needed services such as grounds and building maintenance and carpentry to the institution. The Community Labor Experience and Responsibility "Off-Grounds" Program is a public service project that gives qualified residents semi-skilled job experience in local or state government agencies, school districts, or any other nonprofit organization.

Additional programs offering expanded opportunities to specific populations include the special counseling unit, the state high school proficiency program, the GED program, the Trans World Airlines (TWA) Reservation Training Program, and the college program offering an associate of arts degree. Through the TWA Reservation Program, qualified inmates complete the automated TWA 501 Training Course model in airline reservations and are eligible for part-time employment with the TWA Reservation Annex. Course work is offered in the humanities and the natural and social sciences.

Federal and state funding is not sufficient to support the entire education program. Three sources have been tapped to supplement federal and state funding: (1) grants, (2) self-generated funds programs, and (3) recycling. Programming supported by grants include gender equity, parenting, vocational education, Chapter 1 N or D, and an employment opportunity program for county residents. Two vocational programs are self-supporting, in that all expenses except classroom space and instructor salaries are met by student-generated income. For example, the vending machine class manages the institution's vending machines (ordering merchandise, stocking machines, ordering parts, and maintaining machines) and is assisting other correctional institutions with machine maintenance and the establishment of a similar program. The commercial garment-making class generates some self-supporting funds by selling a variety of items to youth agency institutions, including mailbags, shop coats, and security belts. Finally, the institution participates in recycling recoverable materials (e.g., aluminum).

This facility must deal with typical constraints to the provision of effective educational services. Security checks occur but do not seem overly obtrusive. Security is maintained in the classroom through the use of special security alarms worn by the staff and monitored from a central command post in the education area.

Various institutional activities compete for the students' time, but because classes can be scheduled throughout the day and in the evening, additional activities can be accommodated without excessive interference. Some students were observed being called out of class to take care of health problems, such as dental appointments. Conflicts among competing institutional activities are minimal because the education program controls and administers many of the activities. There are some problems in teaching staff assignments, because teachers must be assigned for special courses, as well as for the specified high school curriculum. When classes in a certain subject must be consolidated, class size increases and class scheduling becomes more difficult. Short lengths of stay relative to students' needs for intensive remedial services also are a problem. An average stay of 25 months may mean insufficient time for graduating or obtaining a GED. Constant coming and going poses problems in conducting whole-class or group work and in presenting new information that presupposes uniform prior knowledge or skills. As a result, teachers tend to develop self-contained units or individualized instruction modules. The youth agency is moving toward a more standardized curriculum and materials to facilitate student transition between institutions.

Students are required to attend classes, and each student's location is continually monitored; occasionally students cannot attend because of restriction to their rooms for disciplinary reasons, or because of appointments for health care or counseling. Although most classrooms observed were not overcrowded, limited space in some classrooms restricted opportunities for grouping.

Although updated equipment is needed for certain courses, it is apparent that requests for materials are supported at the discretion of the administration. The Chapter 1 N or D program appears relatively well funded as evidenced by the presence of teaching assistants, nicely furnished classrooms, and substantial amounts of teaching materials.

With a current average staff length of stay of 7 years, recruitment and retention of staff are not a problem for this facility, but the hiring process poses some difficulties. The state's hiring policy requires applicants first to undergo an oral interview, which is scheduled only twice a year. Once an applicant is accepted, his or her name is placed on a list and ranked. The list quickly becomes outdated, and the best-qualified teachers will have taken other jobs by the time staff are needed. This procedure sometimes limits timely hiring of the best possible staff.

Another problem related to staff hiring is the limited availability of substitutes. Given the size of the staff, substitutes are needed almost daily. These substitutes must come from a permanent substitute list and often have to travel considerable distances to reach the institution. Hence it is difficult to get a substitute on short notice. The education program administrator would like to hire a permanent substitute for the facility but is not allowed to do so.

Student behavior can interfere with effective education. "Time out" is a disciplinary measure that can be used when disciplinary problems cannot be handled in the class. Students are escorted to their rooms for a specified period of time without TV and radio privileges. Student behavior (e.g., treatment, work, vocational training, academic, or cottage adjustment) is also subject to "write up" and can become a part of a student's record which is reviewed every 60 to 120 days. A grievance process is also available to the youth who feel they have been treated unfairly.

Gang rivalry poses a problem; but the effective teachers are able to manage it and command respect for themselves, fellow students, and materials while class is in session. The climate of the classroom appears closely related to the personality, subject matter competency, and interpersonal skills of the instructor. In addition, those classrooms that foster self-worth are those in which the teacher achieves the respect and cooperation of the students despite gang affiliations.

Administrative Structure and Leadership

The Basic Core Program at this facility is staffed by more than one-half of the total facility personnel, not including administration or clerical staff. About one-fourth of the Basic Core Program staff receive classroom assignments in the education program. The education program administrator supervises the psychologist, TWA Free Venture management staff, the supervisor of vocational instruction, and the supervisor of academic instruction. The education program administrator clearly understands and articulates the goals and objectives of the youth agency facility and of the education program. Although overall programmatic responsibility rests with the education program administrator, daily oversight of the education division rotates among the education program administrator and the supervisors of vocational and academic instruction monthly. This rotation contributes to the coordination of the vocational and academic units. The education program administrator is very active at the community, state, and national levels in promoting and improving the facility's education program.

In his leadership role, the education program administrator sets standards for excellence with his expectation that staff stay current in their field, both in terms of content and technique, as well as develop the interpersonal skills necessary to work with students and other staff. His immediate goal is for this facility to be as good as or better than adjacent public schools.

These expectations are clearly communicated to staff. Those teachers who take the directive seriously and act accordingly are given as much administrative support as possible in the areas of professional development and program approval and funding. The reluctant-to-change/less-creative staff members are directed toward change by the administrators or resource specialist.

Effective leadership at both the facility and the state levels--demonstrated by setting standards and supporting staff efforts--contributes to the education program's success. The treatment rather than security orientation of the youth agency emanates from the top administration and is demonstrated in interactions with students. The educational goals and objectives are broadbased and pragmatic. The program emphasizes not only those usually associated with information acquisition and skill building, but also social and psychological objectives (e.g., to help students take responsibility for their actions or to develop a personal relationship with the student which is conducive to the motivation of learning).

School administrators demonstrate their support of teachers through the active encouragement of innovative instruction, provision of opportunities for professional and personal growth, and funding of materials and equipment to enhance the learning environment. This climate of growth and development is supported at the state level. The state agent is reported to be knowledgeable about this facility's education program, responsive, and helpful. Chapter 1 N or D is seen as an important element in the corrections education system.

Student Assessment

Diagnosis, assessment and evaluation begin before a student arrives at the education division. New arrivals are tested at a reception center or, in the case of parole violators, at this facility. Intake at a reception center includes a series of tests, one of which is the Test of Adult Basic Education (TABE). Placement in an education program is based on the results of this test as well as on the student's high school transcript and self-report. Every effort is made to place the student appropriately, and initial placement is closely monitored to ascertain that placement is appropriate. Classes tend to be composed of students with similar ability unless limited scheduling options dictate otherwise. Grade-equivalent scores are used to make placement decisions. Scores below 6.0 in reading or mathematics indicate consideration for Chapter 1 N or D, as does a score below 7.0 in language arts. Upon placement in a Chapter 1 N or D class, learning objectives are developed for each student.

This facility has 20-week semesters. Grades issued for all academic courses, including Chapter 1 N or D, appear on the student's transcript. However, Chapter 1 N or D is an elective credit and cannot be used as credit toward area requirements. Grades are based on daily work, unit tests, and effort which includes time on task. At least one instructor uses speed of completion as a measure of student performance. All classes set proficiency standards.

Chapter 1 N or D

The Chapter 1 N or D curriculum is driven by the need to serve students who are not able to perform at the skill level expected in the regular high school program in the areas of reading, math, and language arts. A general guideline is to move Chapter 1 N or D students into adequate performance in the regular program within four semesters. According to administrative staff, this translates into a goal of average achievement gain of 1.1 grade-equivalent scores per month in the reading or language arts program and 1.3 grade-equivalent scores per month in the math program. Students are evaluated 3 weeks before the beginning of a new semester to determine whether they can be "graduated" from Chapter 1 N or D.

The major objectives of the Chapter 1 N or D program are to provide basic skills instruction in reading, math, and language arts and to encourage students to use their abilities in the mastery of these skills. Space limitations permit a maximum of 18 students per class period. First priority is given to students from the lowest quartile of eligibles. The Chapter 1 N or D teaching staff consists of three teachers, four full-time teaching assistants, and teaching assistant. Each subject area is staffed by a teacher, one or two teaching assistants, and one or more student teaching assistants. Federal funds support one of the teachers, the clerical staff, and one part-time and the four full-time teaching assistants, while state funds support the other two teachers. The three courses are offered in separate, large, well-furnished classrooms. A variety of methods are used in each course. Group work can be observed most frequently in the language-arts program, while individualized instruction predominates in both the reading and math programs.

The Chapter 1 N or D reading teacher's goal is to improve the students' reading skills while promoting their enjoyment of reading. The Chapter 1 N or D reading course uses the American Learning Corporation (ALC) and Prescription Learning Corporation (PLC) materials as the bases of its client-centered instruction. ALC and PLC diagnostic tests guide the individualized learning prescriptions for each student. In addition to the use of individualized materials (both computer based and pencil and paper), one-on-one instruction and group activities occur. For example, class begins with a group activity, usually vocabulary development. Oral reading, which involves cooperative learning techniques, is conducted weekly, and each student--working with a group of peers--is assigned a weekly closed-caption television lesson.

The goal of the language-arts class is to increase writing proficiencies. Language-arts students are the more advanced Chapter 1 N or D participants; they are often scheduled into language-arts after Chapter 1 N or D reading, although some students are enrolled in two Chapter 1 N or D classes. Students are grouped at small tables, which facilitate the use of peer tutoring or cooperative learning. Other instructional methodologies observed include the "quickie quiz," using the TABE format and consisting of several questions relevant to the current topics; word processing; individual worksheet exercises following a video presentation and class discussion; a writing assignment; and one-on-one instruction.

The goal of the Chapter 1 N or D math program is to improve student self-esteem while improving math competency. The Chapter 1 N or D math class core curriculum comprises the Long Beach Program (a programmed learning series developed at Long Beach State but no longer in publication), Math 0-6, and Survival Math. At present, the only group activity is the initial quickie quiz consisting of five problems daily, each requiring use of different mathematical concepts or operations. The instructor expects to implement more cooperative learning experiences. Time-on-task influences a student's daily grade.

No formal coordination of Chapter 1 N or D and regular education occurs at this facility. Instructors generally are unaware of instructional content in Chapter 1 N or D classrooms, but both the Chapter 1 N or D and regular staff regularly attend meetings of the academic instruction division and of the education department.

Instructional Methods

The philosophy guiding instructional methods is that educators have a responsibility to stimulate the minds of their students constantly through directed teaching and student participation.

Teachers are directly responsible for ensuring learning for all. A variety of instructional methodologies contribute to the overall success of the educational program. One outstanding regular classroom teacher was observed using a mixture of methods including direct presentation, student interaction, individual work, informal cooperative learning, and one-on-one instruction. The teacher sets high expectations for students for both personal behavior and academic achievement, and treats students with respect and dignity. The teacher also uses relevant and interesting analogies during explanations and applies content to current events. The teacher also solicits and promotes student questioning. The teacher carefully chooses high-quality materials--texts, tapes, workbooks, maps, and other visuals--to add interest or another perspective to the topics presented in the core text.

Materials for a class of students with lower ability who are taking the same course are also carefully chosen in accordance with the students' abilities and age levels. In some classes, two to three students work together on a particular assignment. Often students are encouraged to assist one another in a peer-tutoring relationship. While student-teacher interaction is frequent in all the classes sampled, the quality of interaction varied. The classroom atmosphere can be characterized by mutual respect between the teachers and the students.

Education program staff continually update strategies, materials, and equipment. Instructors have a great deal of autonomy in choice of classroom instructional methodology, materials, and equipment, and are encouraged to research current publications, attend conferences, pilot new approaches, and recommend change.

Instructional Staff

The primary motivators for recruitment and retention of qualified teaching personnel are administrative support, a classroom climate that exceeds the climate of the public schools, and the challenge of teaching institutionalized students. Administrators have an open-door policy for teachers and make every attempt to support their professional growth and meet their classroom needs. In addition, teachers are not overscheduled with extra duties, as sometimes occurs in the public school system. Class attendance and discipline are reportedly less of a problem at the facility than in the public school system, because attendance is required and serious discipline problems can be quickly dealt with by security.

Particularly impressive characteristics of the instructional staff are their commitment to the students and their caring attitudes. Teachers are enthusiastic, challenged by their responsibilities, eager to try new ideas, and interested in feedback leading to improvement. They exhibit an impressive variety of teaching techniques and competence in content.

Staff perceptions of effective instruction for institutionalized youth have some common themes regardless of subject matter. Cited among contributors to effective instruction are (1) a positive regard for the students, with mutual respect between teachers and students; (2) promotion of self-esteem, through positive reinforcement, feedback, and encouragement; (3) promotion of motivation and interest; (4) a safe, comfortable atmosphere in which students are encouraged to learn; (5) materials that are varied and appropriate to the students' skill and interest levels; (6) low teacher-student ratio, (teaching assistants and student assistants serve as positive role models); and (7) varied instructional techniques that include cooperative learning strategies.

Transitional Services

Because the mission of the youth agency is to prepare residents for release, the youth agency facilities offer transitional services. First, the requirements for each inmate are established and reviewed at least once a year by the parole board. Upon admission to an institution, each inmate acquires an Employment Development Plan which reflects these requirements and directs the inmate's activities toward parole. Transitional services are provided at various levels. For example, the goals statement for the education program includes the following elements:

- "To prepare students for parole;
- To orient students toward return to the community from the very beginning of his commitment;
- To provide specific instruction which will aid the student in his understanding of parole problems; and
- To help the student in acquiring attitudes and skills which will help him adjust on parole."

One way these goals are achieved is by requiring the completion of an employability skills training class as a condition for parole. Opportunities to demonstrate successful community behavior are incorporated into every aspect of an inmate's program. Optional classes or vocational experiences relevant to postrelease success also are available. Strategies for addressing postrelease needs are included in the classroom as much as possible. Teachers are encouraged to make the classroom experiences relevant to the student's world and to include consumer math problems, current events linked to historical events, and materials of high interest. In addition, the education division is responsible for certain courses that address postrelease needs such as victim awareness, substance abuse, and survival education. Another service provided by the education program is the transfer of the student's education record to other educational institutions upon the request of the student.

Other programs that facilitate transfer to the community are work furlough, a training center for women, a prerelease center, several transitional residential programs, and a mother-infant care program.

This facility's staff is both serious and enthusiastic about the mission of educating incarcerated youth. They are involved in a program of such breadth, depth, and quality that incarcerated youth truly have another chance to become successful, productive members of society.

FACILITY NO. 9

Summary of Effective Practices

- Facility administrators support the education program as an important goal of the facility.
- Education staff coordinate all special programs such as drug and alcohol abuse counseling, victim awareness, life skills, speech therapy, art, team sports, independent high school and college courses, religious meetings, and special video or television programs.
- Credits earned at the facility's program are transferable to other state schools.
- In addition to the traditional pullout model for service delivery, regular and Chapter 1 N or D students are integrated in a single classroom reflecting a strong belief that Chapter 1 N or D students should not be noticeably selected out for Chapter 1 N or D participation.

Introduction

This facility is a minimum security, all-male, youth conservation camp operated jointly by the state's youth agency and the department of forestry. The camp is located in the foothills of the state and is made up of the administration building; visiting hall; recreation/education building; woodworking shop; dining hall; and various other shop, maintenance, and storage buildings.

The youth agency's primary mission is to rehabilitate delinquent youth. In keeping with this mission, the camp program is a work-oriented program that develops work-related skills applicable to any job setting: adjusting to a routine, developing a working relationship with a supervisor, maintaining an appropriate personal appearance, development of the ability to work with others, and assuming responsibility. The conservation camp maintains five fire fighting crews whose off-season duties include development of fire breaks, trash pickup, fire station work, and local community services. An additional crew is trained for campground development and maintenance work, and an in-camp crew is assigned to food preparation, housekeeping, camp/vehicle maintenance, or woodworking. In addition to providing work-oriented experience, the program focuses on meeting individual needs. Special programs in education, substance abuse, victim awareness, life skills development, and physical fitness are a vital part of the total program. The camp's mandate to maintain fire-fighting crews, with an emphasis on appropriate work behavior, is important at the institution. Education is a subordinate or secondary mission of the institution.

The camp was originally designed to house 76 inmates but currently houses 100 inmates. The young men assigned to this facility are between the ages of 17 and 24 and may remain at the camp until they reach their 25th birthday. This age requirement is in keeping with fire fighting age requirements. Inmates are assigned to the camp on the basis of several factors, such as no history of violent crimes, relatively short lengths of commitment (4 months to 2 years), physical fitness for work, and no history of behavioral problems or escape.

General Education Program

Although education is the secondary goal of the camp, the education program is strongly supported by the administration and other members of the custodial staff. Originally, the camp system in this state had no education component. Education activities in the form of homework assignments were phased in approximately 15 years ago when the law mandated the provision of an opportunity to complete a high school education. The past 10 years have seen a movement toward high-quality classroom instruction at this facility. Classes are scheduled on Sundays and on weeknights, Monday through Thursday, from 6:30 to 10:30.

The importance of education, though a secondary mission, is evidenced in several ways. First, the education staff coordinates the scheduling of all special programs such as drug abuse, alcohol abuse, victim awareness, life skills, speech therapy, art class, arts and crafts, team sports, aerobics, independent high school/college courses, religious meetings, and special video or television programs. Second, resources for materials and equipment are adequate, financed by several sources, and managed by education personnel. Finally, the teachers are valued as responsible, able individuals and are allowed independence to make decisions and to be creative. The education staff, termed a "one-room schoolhouse," consists of a teacher, a Chapter 1 N or D teaching assistant, and a secretary. The teacher is paid from state funds and fills multiple roles as the regular education teacher, Chapter 1 N or D teacher, Chapter 1 N or D coordinator, education program administrator, and special programs coordinator. The Chapter 1 N or D teaching assistant is a reading specialist and functions as a teacher despite the title. The teaching staff is well respected by administrators at the camp and at the State Department of Education.

Funding issues and geographic location affect programming. Insufficient staff and space seem to be the major problems at this facility. Because the existing staff have had to take on increased and varied responsibilities, the staff have a greater understanding of the camp as a unit and of each individual's importance. The shortage of staff has also led to the use of volunteers from a relatively large retirement community to teach the arts and crafts courses. Good volunteer experiences along with the service mission of the camp and the exemplary off-site behavior of inmates enhance the camp's image in the community and have won further support from the community. For example, toys constructed by the woodworking shop were given to the Elks Club for distribution during the holidays, in return for which the club sponsored a holiday dinner for both the staff and residents of the camp.

Although the camp functions with insufficient staff, there is a healthy applicant pool for available camp positions in this somewhat remote and economically depressed area. The natural setting and the proximity to several major metropolitan areas make the area a desirable place to live. The county has one of the lowest per capita income earnings in the state, so that facility jobs are competitively sought. Applicants are also attracted by the flexibility, freedom, and job variation offered.

To supplement the limited classroom space, classes are held in the staff meeting room, the visitation hall, and the dining hall. Construction plans for additional classroom space have been approved at the state level.

Preparing an inmate for release is the top priority of the education program. The education options for inmates of this facility depend on their age and high school credential status. The only ones who may be excluded from school attendance are those over 21 years of age with a high school diploma, a GED, or a State High School Proficiency Exam Certificate (HSPE). Educational options/requirements are as follows:

- High school graduates--
  - may attend satellite college courses
    or
  - may be required to enroll in a competency-based education program.
- Persons 21 years of age or older with GED or HSPE certificate--
  - may be required to attend an alternative high school program in which teachers from the school come to the facility weekly
    or
  - may enroll in college courses.
- Those without a GED, HSPE certificate, or diploma--
  - must enroll in the regular education program or alternative high school program.
- Chapter 1 N or D eligible persons--
  - may enroll in Chapter 1 N or D and the regular program
    or
  - may enroll in the regular program only.

Thus the goal of students without a GED or diploma and Chapter 1 N or D eligible students is the attainment of a high school diploma or GED.

Because this facility can issue a high school diploma through the State Department of Education, credits earned are transferable to other schools. In addition, GED testing is available at a local school. Approximately 96 percent of the inmates of this facility participate in some form of the education program: 23 percent participate in Chapter 1 N or D, 71 percent participate in the regular program, and 25 percent participate in only the alternative high school or college programs.

In addition to the overall facility-level problems of insufficient staff and lack of space, the main problems in the education program appear to be (1) the large student-teacher ratio; (2) competition among facility activities for inmates' time; (3) short lengths of stay relative to students' need for intensive remedial services; (4) low self-esteem among inmates; and (5) student fatigue in night classes. The education program administration somewhat eases the competition for student time by coordinating competing activities other than the work program.

Relatively short stays are dealt with by tailoring each person's program in a way that is realistic for the length of stay to maximize accomplishments. On occasion, the length of stay is extended if a student is near completion of his course work so that he leaves the facility with his diploma in hand.

The low self-esteem exhibited by some students is addressed at a separate facility by making positive self-esteem and accountability for one's actions major goals in the classroom. High expectations are set for all students, and students are treated with respect and dignity. Student opinions are sought. The administration appears to be aware of and concerned about issues of low self-esteem.

An informal but orderly classroom environment is apparent. Teachers encourage students to take responsibility within the bounds of their institutional freedom in order to help them learn how to handle freedom beyond the institution, which is the greatest problem inmates face.

Student Assessment

The following areas of assessment are addressed before a person is assigned to the camp: psychological, academic, physical fitness, length of commitment, severity of presenting offense, and personal behavior patterns. The results of these assessments help determine institutional placement and program assignment. The Test of Adult Basic Education (TABE) is used for academic assessment, and the results are sent to the facility. If TABE results are more than 3 months old, inmates are retested at the facility. The TABE and informal assessments determine the student's placement. If additional information is needed, the Woodcock Test of Reading Mastery and the Peabody Individual Achievement Tests are also used as diagnostic tools. Using transcripts, test results, informal assessment, and student input, the regular teacher determines a student's academic curriculum. If an age-eligible student scores a grade-equivalent score of 6.5 or below on the TABE in reading, language arts, or mathematics, he is considered for Chapter 1 N or D supplementary services. Using informal and formal means, the instructors verify the test results. If the results seem accurate and if space is available, the Chapter 1 N or D teaching assistant, using a diagnostic/prescriptive approach, helps decide the specifics of the student's program. Four factors are considered when assessing the curricular needs of students: (1) past academic credits; (2) current skill level; (3) credential goal (obtaining a high school diploma or GED, if the length of stay is relatively short, or college credit); and (4) student's stated desires and opinions. Student input is encouraged and accommodated as possible. The goal for Chapter 1 N or D students is also the attainment of a high school diploma or GED, with additional concentration on basic skill development. The program especially encourages students' input regarding choice of materials and methods to accomplish this goal.

Administrative Structure and Leadership

The camp functions under dual leadership: the forest service ranger and the youth agency superintendent. Administratively, the youth agency superintendent has final authority as he oversees the security functions of the camp. Because the operation is relatively small, the superintendent opts for an informal style of management whenever possible. This includes efforts to establish rapport with the community. He grants independence to the education program and attempts to accommodate programming needs unless doing so would threaten security or require unavailable money. Therefore, although the education program is relatively independent, it is accountable to him in programming and expenditures.

This concept of teamwork appears to be predominant among the entire camp staff as well as among the inmates. The two members of the teaching staff function as a team. In addition, the crews are teams of 17 men supervised by a fire captain and a youth agency counselor. Leadership among inmates is provided by two members of the team, positions to which crew members aspire.

The administrative leadership accounts for much of the success of the education program. At the facility level, talented, caring individuals have been hired in the education program. This staff has been given relative freedom, flexibility, and budgetary autonomy to develop and maintain the education program. Administration does not get in the way, but is supportive. At the state level, the staff is given the opportunity and support for personal and programmatic growth.

Chapter 1 N or D

The aim of the Chapter 1 N or D program is stated in a description of the program as follows:

> The main thrust of our supplementary ECIA Chapter 1 N or D Program is to enhance our student's learning opportunities. We seek to supplement what our state education program offers with a more individualized and specific diagnostic-prescriptive program geared towards those students having Reading/Language and Mathematics scores of 6.5 TABE test scores and below. This group of students is our "neediest of the needy".

The Chapter 1 N or D program at this facility is integrated with the regular program and provides a Sunday pull-out class. The materials used in both the integrated and the pull-out sessions have a life skills orientation, and the pull-out class involves group teaching and student group interaction. During the week, students are instructed in groups on the basis of crew membership and are provided individualized instruction with extensive use of computer, audiovisual, and workbook materials.

Items on standardized tests have been correlated with the available materials so the test results plus informal assessments guide the individual's program. Chapter 1 N or D students work with computer software programs at least once a week, and writing is encouraged whenever possible. Reading materials are available for a range of skill levels.

The regular teacher and the Chapter 1 N or D teacher cooperate closely on all aspects of the education program. During evening class hours, both teachers work in the same classroom, so that classes are a mixture of regular and Chapter 1 N or D students. This practice reflects the staff's strong belief that Chapter 1 N or D students should not be noticeably selected out. The teachers are in constant communication, because their classroom also houses all the teaching equipment, materials, and library resources. The room also serves as the office for the program and the secretary.

Instructional Methods

The primary focus of the curriculum is obtaining a high school diploma or GED and, in the process, strengthening the individual's skills and self-esteem. The regular teacher at this facility offers the entire high school curriculum with the help of volunteers for the art component.

One teacher and one Chapter 1 N or D teaching assistant with the help of two students, serving as assistants, work with the students. However, since students are pulled out of individualized instruction classes for various reasons, the classes observed ranged in size from 12 to over 40 pupils. Chapter 1 N or D and non-Chapter 1 N or D students are commingled but seek out their respective instructor for content-related questions. Teacher contact with students during individualized instruction sessions appears to be generated primarily by student questions. Rather than circulating among students, the Chapter 1 N or D teaching assistant works intensively with students on an individual basis.

In general, students appeared pleased to be in the education program because of the realistic goals, the individualized instruction, and the classroom climate, but not all students remained on task during the time observed. Independently, both teachers reported that students were on task about 75 percent of the time in class. Two major reasons for this are the late hours during which classes are held and the crowded classroom conditions. The students are expected to complete a minimum of 10 worksheets per day, at 80 percent accuracy. Their work is checked daily and returned to them for corrections or continuation. Teachers watch for timely unit testing and opportunities for students to progress to more difficult levels.

Classes are scheduled on Sundays and from 6:30 P.M. on weeknights, Monday through Thursday. The 2-hour sessions for individualized instruction begin at either 6:30 P.M. or 8:30 P.M., following the day's work. The groups alternate so that every student begins at the earlier time on 2 days and later on the other two days. Materials are selected first for skill or content knowledge development and then for interest level and age appropriateness. The staff keeps abreast of new developments in materials and methodologies.

The facility's two teachers are well-trained, bright, creative persons who actively seek to improve the education program. They constantly update their skills by taking classes and additional training and update their knowledge by keeping abreast of the latest materials, computer software, and research findings. These flexible, dedicated, high energy individuals believe that the students are their top priority. They both have a sense of humor, a willingness to work within the constraints of the system, and the determination and patience to work for necessary changes.

Because employment upon release is a major need, the staff incorporates appropriate materials and topics into the students' instructional programs, especially in the Sunday group classes. In addition, a youth agency task force, which includes the facility's regular teacher, is currently completing work on a course called Employability Skills as part of the high school curriculum. The course covers career awareness, job seeking, job keeping, and coping skills. The course guide includes assessment instruments, a resource guide, teaching strategies, and miscellaneous and supplemental materials. The course appears to be of high quality, and there are plans to implement it in all youth agency institutions.

Instructional Staff

This facility's staff believes that setting high standards, developing a realistic curriculum for each student with materials appropriate to the student's skill and interest level, and maintaining a positive classroom climate that builds self-esteem are keys to effective instruction of institutionalized youth. Given institutional constraints, the staff view individualized instruction using a variety of equipment and materials and some small-group work as essential to the program. For math skills, the staff believe that choosing problems related to real-life situations and needs is a critical element in the program. Other important aspects include well-trained instructors, high teacher morale and professionalism, few discipline problems (but equal and fair disciplinary action, should a problem occur), and efforts to encourage success by choosing a program in which students can be successful and can see their progress.

The staff view a number of factors as primary motivators for the recruitment and retention of qualified teaching personnel: the camp setting, the cohesiveness of the camp staff, the team approach to dealing with the residents, the absence of power plays by members of the administration or staff, and the flexibility and freedom to operate the education program and to be creative.

Transitional Services

The primary mission of the youth agency is to enable inmates to achieve a successful return to the community. From the day they begin their incarceration, the program is directed toward helping the inmates become contributing citizens. This mission is articulated in all programs, but two sets of activities take place as residents near their release time. The first is the "planned release." Preparations are initiated by a team consisting of the youth counselor, the instructors, the parole agent, and the inmate. This phase includes deciding on the location for release, contacting the inmate's family, developing specific employment plans (with the assistance of the youth agency's employment development division, if necessary) or education plans, contacting any appropriate rehabilitative services, and notifying the victim and the county of the prosecution of the impending release. This last step is to afford the crime victim and the prosecution the opportunity to offer testimony to the parole board about why the inmate should not be released.

The second activity is "in-camp" preparation by the ward. These activities might include a life skills course, intervention counseling, and socialization activities such as being taken shopping, to dinner, or to a theater or musical production. The staff works diligently to prepare inmates for their successful release.

APPENDIX C

Case Study Guide

Facility I.D. ____

Date _____/_____/_____

Interviewer/Site Visitor ________________________________

CHAPTER 1 NEGLECTED OR DELINQUENT EFFECTIVE PRACTICES STUDY

August 1989

CASE STUDY GUIDE

Two major research questions guide the data collection efforts for the Effective Practices Study:

1. *How can correctional institutions increase opportunities to learn and improve the delivery, quality, and motivational aspects of Chapter 1 and regular instructional services to improve the basic skills performance of institutionalized youth?*

2. *How can correctional educational programs, with their many instructional constraints (e.g., internal security problems, competing options for inmates' use of time, short lengths of stay), organize effective delivery of Chapter 1 and regular instructional and support services to promote successful transition of youths to the community?*

During the three (3) day site visit, you will observe a number of Chapter 1 and basic skills classrooms and both formally and informally converse with teachers and administrators. Instrumentation includes 1) an interview with the education administrator; 2) a self-administered facilities survey to be completed by the education administrator; 3) a self-administered questionnaire for teachers (both regular and Chapter 1); 4) a discussion with non-Chapter 1 teachers regarding instructional methods and materials in the regular program; 5) a discussion with Chapter 1 teachers regarding instructional methods and materials in the Chapter 1 program; 6) observation of several class sessions, both regular and Chapter 1; and 7) a facilities observation form.

With the information you obtained from these instruments, observations, and discussions, use the questions below to relate your findings about the effectiveness of the correctional education program in general, and the Chapter 1 program in particular. A set of typewritten answers will be completed for each site visited. Your discussion should be based on the cumulative information obtained from the discussions, conversations, interviews, and observations at the site. Include the source of information, as well as anecdotal information to clarify and support your responses to the questions delineated below.

GENERAL PROGRAM

1. What is the importance of education among this institution's activities and how is it evidenced?

   SOURCES: Education Program Administrator Interview
   Classroom Instruction Discussion Guide

2. What method(s) of administrative decision-making predominate?

   SOURCES: Education Program Administrator Interview
   Facility Survey

3. How has the administrative leadership addressed specific constraints caused by geographic remoteness and/or funding retrenchment?

   SOURCES: Education Program Administrator Interview
   Facility Observation Form
   Classroom Observation Guide

4. Describe the facility's educational program.

   SOURCES: Education Program Administrator Interview
   Facility Observation Form
   Classroom Observation Guide

5. Describe the facility's diagnostic, assessment, and evaluation system. What elements are essential to the effective functioning of each?

   SOURCES: Education Program Administrator Interview
   Teacher Questionnaires: Chapter 1 Teacher Questionnaire
   Regular Education Program Teacher Questionnaire
   Facility Observation Form
   Classroom Observation Guide

6. Describe the Chapter 1 program at this facility.

   SOURCES: Education Program Administrator Interview
   Classroom Instruction Discussion Guide
   Facility Observation Form
   Classroom Observation Guide

7. In what ways is the Chapter 1 program coordinated with the other education programs in the facility? How is this coordination maintained over time?

   SOURCES: Education Program Administrator Interview
   Classroom Instruction Discussion Guide
   Facility Observation Form
   Classroom Observation Guide

8. In what ways have the Chapter 1 and regular education program dealt with the typical constraints to the provision of effective educational services by (in) correctional institutions (e.g., security considerations, various institutional activities competing for student's time, short lengths of stay relative to student's need for intensive remedial services, regular class attendance, frequent classroom interruptions, overcrowded classes, insufficient materials, recruitment and retention of instructional staff, student behavior problems/peer pressure and low self esteem.)

SOURCES: Education Program Administrator Interview
Classroom Instruction Discussion Guide
Facility Observation Form
Classroom Observation Guide

9. In what ways has administrative leadership contributed to the success of the Chapter 1 **and** regular education programs in this facility at the:

a) Facility level?

b) School level?

c) State Applicant Agency level?

d) State Education Agency level?

SOURCES:(a-d)Education Program Administrator Interview
Teacher Questionnaires: Chapter 1 Teacher Questionnaire
Regular Education Program
Teacher Questionnaire

INSTRUCTIONAL FOCUS AND METHODS

10. What is the primary focus of the curriculum and how is it determined?

    a) Regular

    SOURCES: Classroom Instruction Discussion Guide
    Education Program Administrator Interview
    Facility Observation Form
    Classroom Observation Guide
    Teacher Questionnaire: Regular Education Program Teacher Questionnaire

    b) Chapter 1

    SOURCES: Classroom Instruction Discussion Guide
    Education Program Administrator Interview
    Facility Observation Form
    Classroom Observation Guide
    Teacher Questionnaire: Chapter 1 Teacher Questionnaire

11. Please describe the instructional methodologies that contribute to the success of this educational program (both regular and Chapter 1) in terms of:

    a) Structural aspects of instruction (e.g., group size, student-teacher ratios, student grouping, etc.).

    b) Frequency and quality of student/teacher interaction.

    c) Appropriateness of instruction based on age, background, skill, level, motivation.

    d) Amount of student on-task behavior and motivation to learn.

    SOURCES:(a-d) Classroom Instruction Discussion Guide
    Facility Observation Form
    Classroom Observation Guide
    Education Program Administrator Interview

    e) Instructional materials or equipment appropriate to the student population (e.g., age relevance, skill level, and motivational aspects).

    SOURCES: Classroom Instruction Discussion Guide
    Teacher Questionnaires: Chapter 1 Teacher Questionnaire
    Regular Education Program Teacher Questionnaire
    Facility Observation Form
    Classroom Observation Guide

12. Who selects materials and equipment for the educational program (regular and Chapter 1) and how is their appropriateness determined?

SOURCES: Classroom Instruction Discussion Guide
Teacher Questionnaires: Chapter 1 Teacher Questionnaire
Regular Education Program Teacher Questionnaire
Facility Observation Form
Classroom Observation Guide

13. To what extent are the post-release needs (e.g., "life skills") either a focus of the classroom program or integrated into the overall curriculum? To what extent are post-release needs dealt with outside the educational system of the institution?

SOURCES: Classroom Instruction Discussion Guide
Facility Observation Form
Classroom Observation Guide
Education Program Administrator Interview

INSTRUCTIONAL STAFF

14. What do teachers believe to be the key to the effective instruction of institutionalized youth in:

    a) reading skills/language arts skills

    b) math skills

    c) language arts skills

    d) other educational focus (specify)

SOURCES: (a-d) Classroom Instruction Discussion Guide
Facility Observation Form
Classroom Observation Guide
Education Program Administrator Interview

15. What do staff see as the primary motivator for the recruitment and retention of qualified teaching personnel?

SOURCES: Teacher Questionnaires: Chapter 1 Teacher Questionnaire
Regular Education Program Teacher Questionnaire
Education Program Administrator Interview